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AUTHOR	Hall, John C.; And Others
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ABSTRACT

This document, 1 in a series of 10, presents state profiles of the results of a systematic examination of child care agencies and their involvement with out-of-state residential care centers for children. This volume contains profiles of the Southeastern states of Alabama, Florida, Georgia, Kentucky, Maryland, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia and the District of Columbia. Each state profile contains five sections. The first two sections identify the officials in state government who facilitated the completion of the study and describe the general methodology used to collect the information presented. The third section offers a basic description of the organization of youth services as they relate to out-of-state placement policies. The fourth section offers annotated tables about that state's out-of-state placement practices. The discussion of the survey results includes: (1) the number of children placed in out-of-state residential settings; (2) the out-of-state placement practices of local agencies; (3) detailed data from agencies that placed five or more children; (4) use of interstate compacts by state and local agencies; (5) the out-of-state placement practices of state agencies; and (6) state agencies' knowledge of out-of-state placement. The final section presents observations and conclusions about state and local out-of-state placement practices that were gleaned from the data. (Data reported are for 1978.) (KC)

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MAJOR ISSUES IN JUVENILE JUSTICE INFORMATION AND TRAINING

The Out-of-State Placement of Children: Southeast State Profiles

Alabama • District of Columbia • Florida • Georgia • Kentucky • Maryland
North Carolina • South Carolina • Tennessee • Virginia • West Virginia

AUTHORS
John C. Hall, Principal Investigator
Bruce S. Barker, Research Associate
Molly A. Parkhill, Research Associate
Judith L. Pilotta, Research Associate
Joseph L. White, Project Director

Academy for Contemporary Problems
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U.S. Department of Justice
Office of Juvenile Justice and Delinquency Prevention
National Institute for Juvenile Justice and Delinquency Prevention

Staff

Kathryn Baybutt
Lisa Beach
Karen Bell
Brenda S. Brown
Sandra Clapsaddle
Sherry Flannery
Jack Foster, Ph.D.
Sandra Gardner
Lori Gilbert
Rosetta Gooden
Elizabeth Gray
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Andrew Schneiderman
Bruno S. Sestito, Jr.
Peggy Siegel, Ph.D.
Joan Suttner
James N. Upton, Ph.D.
Susan Warner
Kurt Weiland
David Wilder

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ABOUT THE STATE PROFILES

This is one of six volumes which report the most ambitious study of the out-of-state placement of children ever undertaken in America. The master volume, The Out-of-State Placement of Children: A National Survey, contains the main text of the study report, plus appendixes which explain the methodology of the study and detail relevant interstate compacts on the subject.

Central to the usefulness of the study report, however, is the use of the detailed profiles of out-of-state placement practices in the 50 States and in the District of Columbia. This volume contains, in the order listed, these State profiles:

Alabama	AL
District of Columbia	DC
Florida	FL
Georgia	GA
Kentucky	KY
Maryland	MD
North Carolina	NC
South Carolina	SC
Tennessee	TN
Virginia	VA
West Virginia	WV

Other volumes, as listed in the master volume, report on North Central, South Central, Northeastern, and Western States. A further report on the study, in two volumes, is called Out-of-State Placement of Children: A Search for Rights, Boundaries, Services.

Each state profile presents the results of a systematic examination of their child care agencies and their involvement with out-of-state residential care for children. The information is organized in a manner which will support comparisons among agencies of the same type in different counties or among different types within the state. Comparisons of data among various states, discussed in Chapter 2, are based upon the state profiles that appear here.

The states, and the agencies within them, differed markedly in both the manner and frequency of arranging out-of-state placements in 1978. The organizational structures and the attendant policies also varied widely from state to state. Yet, all state governments had major responsibilities for regulating the placements of children across state lines for residential care. The methods employed by state agencies for carrying out these responsibilities and their relative levels of effectiveness in achieving their purposes can be ascertained in the state profiles. As a result, the state profiles are suggestive of alternative policies which agencies might select to change or improve the regulation of the out-of-state placement of children within their states.

Descriptive information about each state will also serve to identify the trends in out-of-state placement policy and practice discussed in Chapter 2. State governments can and do constitute major influences upon the behavior of both state and local public agencies as they alter their policies, funding patterns, and enforcement techniques. The effects can be seen in changes in the frequencies with which children are sent to live outside their home states of residence. Ideally, these state profiles will serve as benchmarks for measuring change over time, with respect to the involvement of public agencies in arranging out-of-state placements.

CONTENTS OF THE STATE PROFILES

Each profile contains four sections. The first two sections identify those officials in state government who facilitated the completion of the study in the particular state. These sections also describe the general methodology used to collect the information presented. The third section offers a basic description of the organization of youth services as they relate to out-of-state placement policies. The fourth section offers annotated tables about that state's out-of-state placement practices. The discussion of the survey results include:

- The number of children placed in out-of-state residential settings.
- The out-of-state placement practices of local agencies.
- Detailed data from Phase II agencies.
- Use of interstate compacts by state and local agencies.
- The out-of-state placement practices of state agencies.
- State agencies' knowledge of out-of-state placement.

The final section presents some final observations and conclusions about state and local out-of-state placement practices that were gleaned from the data.

It is important to remember when reading the state profiles that the tables contain self-reported data for 1978, collected by the Academy in 1979. They may not reflect all organizational changes that have occurred since that time and the data might be at variance with reports published after this survey was completed.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN ALABAMA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Earl Gates, Supervisor, Administration and Planning Unit, Program for Exceptional Children, State Department of Education; Karolyn Payne Elliott, Compact Coordinator, Department of Mental Health; Louise Pittman, Director, Bureau of Family and Children's Services, Department of Pensions and Security; Nicole McLaurin, Supervisor, Division of Foster Care, Bureau of Family and Children's Services, Department of Pensions and Security; Mack Crawford, Interstate Compact Correspondent, Department of Youth Services; and Peggy Goodwyn, Coordinator, Planning, Research and Development, Department of Youth Services.

II. METHODOLOGY

Information was systematically gathered about Alabama from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Alabama appears below in Table 01-1.

TABLE 01-1. ALABAMA: METHODS OF COLLECTING DATA

	Survey Methods, by Agency Type			
Levels of Government	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview
	Mailed Survey: DPS Officials	Mailed Survey: SDE Officials	Mailed Survey: DYS Officials	Mailed Survey: DMH Officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: 10 percent sample of the 127 school districts to verify state information[a]	Telephone Survey: All 60 local probation agencies	Telephone Survey: 10 percent sample of the 36 local MH/MR agencies to verify state information[a]

[a] Information attributed in this profile to the state's school districts and local MH/MR agencies was gathered from the state education and mental health agencies and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Alabama has the 28th largest land area (50,708 square miles) and is the 21st most populated state (3,615,907) in the United States. The distribution of the population varies significantly among the 67 counties, with over one-third of the state's population residing in six counties: Calhoun (Anniston), Jefferson (Birmingham), Madison (Huntsville), Mobile (Mobile), Montgomery (Montgomery), and Tuscaloosa (Tuscaloosa). Birmingham is the most populated city in the state; Montgomery, the capital city, is third. The estimated 1978 population of persons eight to 17 years old was 661,685.

Alabama has nine Standard Metropolitan Statistical Areas and one of them includes Columbus, Georgia. Other contiguous states are Florida, Mississippi, and Tennessee.

Alabama was ranked 45th nationally in total state and local per capita expenditures, 44th in per capita expenditures for education, and 32nd in per capita expenditures for public welfare.[1]

B. Child Welfare

The Department of Pensions and Security (DPS) administers and operates child welfare services through decentralized offices in each of Alabama's 67 counties. State responsibility for children's services is managed by the DPS Office of Program Administration (OPA), which also administers adult social services, emergency welfare services, social service contracts, and economic assistance. The OPA Bureau of Family and Children's Services manages adoptions, foster care, protective services, and licenses all child care institutions, group homes, day-care facilities, and child-placing agencies.

The DPS is the only public agency in Alabama that can legally place children out of state utilizing state funds. DPS personnel report that the DPS office located in each county cannot place children out of state without its knowledge if such placements are to be supported with state funds.

In 1978, Alabama was not a member of the Interstate Compact on the Placement of Children (ICPC). However, a bureaucratic mechanism did exist which incorporated many of the provisions of this compact. (Some local probation agencies believed the state had enacted the ICPC, and reported arranging placements through the ICPC.) The 1979 session of the Alabama legislature passed the ICPC and delegated administrative responsibility to the DPS. The ICPC became effective on January 1, 1980.

C. Education

The Alabama State Department of Education (SDE) has the major responsibility for its educational system. At the local level, Alabama's 127 school districts provide specialized programs for handicapped children, in addition to the normal curricula for K-12 students.

The State Department of Education and its local school districts are restricted by law from using state funds to place children out of state.[2] According to information provided by SDE, the state provides 86 percent of local school funding. The remaining 14 percent is provided by both local and federal monies. In addition, SDE personnel report that they would be aware of any out-of-state placements arranged and funded by local school districts and indicated that no such placements were arranged in 1978.

D. Juvenile Justice

Juvenile and family matters are adjudicated by state-operated district courts which are located in almost every Alabama county. Juvenile probation is the responsibility of Alabama's 67 county governments and services are provided either solely by each county or cooperatively by aggregates of counties.

Counties working together to provide probation services accounts for the fact that there are a total of 60 agencies.

The Department of Youth Services (DYS) has responsibility for state juvenile corrections in Alabama. It is also responsible for licensing local detention facilities. The department maintains a diagnostic and evaluation center in Montgomery, three training schools, and six group homes. Moreover, the DYS provides consultation services to facility operators and administers state/federal subsidy programs for supporting local youth services. Since it was set up in 1973, the DYS reported that it has encouraged the expansion of probation services by providing a 50 percent subsidy to county governments.

The Interstate Compact on Juveniles (ICJ) was adopted by the state legislature in 1965 and is administered by the DYS. However, the DYS reportedly has an informal administrative policy against placing children out of state. Although out-of-state placements ordered by courts or initiated by probation staff should be arranged through an interstate compact, it was conceded that some placements could be made without the expenditure of state funds and, therefore, they could be made without compact intervention. In such cases, they would be unknown to DYS officials.

E. Mental Health and Mental Retardation

Mental health and mental retardation services are provided by both state and local governments in Alabama. The Department of Mental Health (DMH) delivers services through hospitals and its 21 community regional offices. There are 24 catchment areas located throughout these 21 regions.

Local government operates 18 mental health and 18 mental retardation boards which provide direct services. Mental health and mental retardation boards frequently serve more than one county, especially in rural areas, and have the authority to set up public mental health and retardation centers or to contract with nonprofit centers. However, it was reported that these boards did not place children out of state.

Since 1975, Alabama has been a member of the Interstate Compact on Mental Health (ICMH) which is administered by the DMH. Yet, DMH personnel report that there are both statutory and administrative restrictions prohibiting DMH from using state funds to place children out of state.[3]

F. Recent Developments

Although current policies do not appear to be a major issue in Alabama, there is some concern over the cost of out-of-state placements of handicapped children. As a result, the Department of Pensions and Security, the Department of Mental Health, and the Department of Youth Services have initiated cooperative efforts toward improving in-state facilities and developing in-state resources. There are now four in-state mental health and mental retardation group homes in Alabama. The federal Title XX program provides 75 percent of the funding for these homes, while the remaining 25 percent is allocated by the DPS, DMH, and United Way.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion and tabular display sets forth the findings from the survey of Alabama state and local public agencies. The information is purposely organized in a manner which is responsive to the major questions posed by public administrators and child advocates about the out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

The total number of out-of-state placements arranged by relevant state and local public agencies is given in Table 01-2. In reviewing Table 01-2, it should be recalled that only the Department of Pensions and Security (the child welfare agency) is authorized to expend state funds for the purpose of purchasing out-of-state services. Therefore, except for those placements arranged by DPS, other placements out of state should either involve no public funds or could be supported by locally generated revenue.

Table 01-2 shows that the DPS and DYS were unable to report the actual or estimated number of children placed out of state with the involvement of their agencies. However, such placements were arranged. Therefore, the 257 out-of-state placements reported for 1978 is an underrepresentation of the total sum. Further review of Table 01-2 reveals that the Department of Education was not involved in arranging any out-of-state placements during 1978. Moreover, the DMH adheres to a policy which prohibits the use of state funds. It did help arrange (without the expenditure of funds) some out-of-state placements. Although the exact number could not be reported, the DMH had knowledge of four out-of-state placements in which the agency had been involved.

It can also be determined from Table 01-2 that neither the school districts nor the county mental health and mental retardation boards were involved in arranging out-of-state placements. However, the survey of county juvenile probation agencies found quite different results, as is clearly apparent in Table 01-2. Locally operated juvenile probation agencies reported arranging out-of-state placements for 253 children in 1978.

TABLE 01-2. ALABAMA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*	0	*	4	4
Local Agency Placements	--	0	253	0	253
Total	*	0	253	4	257

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 01-15 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 01-3 illustrates the number of out-of-state placements arranged by each local juvenile justice agency and the name of the county (or counties) in which the agency had jurisdiction. The agency serving Jefferson County (Birmingham), which is the most populated county in the state, arranged an estimated 100 out-of-state placements. This agency's use of such placements was significantly more than any other local agency in the state. For instance, those placements reported by the Jefferson County probation agency represent almost 40 percent of all placements arranged by the state's local juvenile justice agencies. Other counties in which the local juvenile justice agencies arranged relatively higher numbers of such placements include Baldwin (17), Shelby (15) and De Kalb (13). The single agency with multicounty jurisdiction (Bibb, Butler, Chilton, Conecuh, Dallas, Lowndes, Monroe, Perry, and Wilcox) arranged out-of-state placements for 17 children.

TABLE 01-3. ALABAMA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978
		Juvenile Justice
Autauga	6,188	0
Baldwin	12,889	17 est
Barbour	4,883	4
Bibb	2,930	--
Blount	5,904	0
Bullock	2,392	3
Butler	3,813	--
Calhoun	19,072	2 est
Chambers	6,815	0
Cherokee	2,945	0
Chilton	5,129	--
Choctaw	3,491	0
Clarke	5,608	9 est
Clay	2,419	0
Cleburne	2,016	*
Coffee	6,688	0
Colbert	9,461	10 est
Conecuh	3,238	--
Coosa	2,032	0
Covington	5,905	6 est
Crenshaw	2,424	0
Cullman	10,164	0
Dale	7,944	1
Dallas	11,881	--
De Kalb	8,518	13 est
Elmore	7,652	5
Escambia	7,167	6 est
Etowah	16,219	1 est
Fayette	3,007	7
Franklin	4,299	1
Geneva	4,043	0
Greene	2,140	2
Hale	3,122	0
Henry	2,575	1
Houston	12,989	1
Jackson	8,295	6 est
Jefferson	109,364	100 est
Lamar	2,710	0
Lauderdale	13,507	2
Lawrence	5,734	2
Lee	11,098	0
Limestone	8,343	2
Lowndes	3,107	0
Macon	4,234	0
Madison	36,156	0
Marengo	4,929	0
Marion	4,744	*
Marshall	10,459	0
Mobile	64,501	2 est
Monroe	4,417	--

TABLE 01-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Juvenile Justice
Montgomery	33,612	7 est
Morgan	16,072	0
Perry	2,787	--
Pickens	3,973	0
Pike	4,432	0
Randolph	3,199	0
Russell	8,993	0
St. Clair	6,739	1
Shelby	9,222	15 est
Sumter	3,047	0
Talladega	13,190	0
Tallapoosa	6,317	2
Tuscaloosa	18,449	4
Walker	11,469	4
Washington	3,679	0
Wilcox	3,347	--
Winston	3,598	0
Multicounty Jurisdictions		
Bibb, Butler, Chilton, Conecuh, Dallas, Lowndes, Monroe, Perry, Wilcox[b]		17
Total Number of Placements Arranged by Local Agencies		253 est
Total Number of Local Agencies Reporting		60

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center for Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

b. Lowndes County operates its own juvenile justice agency and receives certain services from the agency with a multicounty jurisdiction.

B. The Out-of-State Placement Practices of Local Agencies

As revealed in Table 01-4, the survey results about local government in Alabama represents a total of 223 agencies: all 127 school districts, 60 juvenile probation agencies, 18 mental health agencies, and 18 mental retardation agencies. Table 01-4 also shows that among local government agencies, only juvenile justice agencies placed children out of state in 1978. The 30 juvenile justice agencies which placed children out of state represent about 13 percent of the 223 possible placing agencies and exactly one-half of the state's local agencies responsible for juvenile probation and court services. It is also important to note that two juvenile justice agencies did not know if they were involved in placing children out of state, or arranged such placements but could not report the number of children placed.

TABLE 01-4. ALABAMA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type Education	 Juvenile Justice	 Mental Health	 Mental Retardation
Agencies Which Reported Out-of-State Placements	0	30	0	0
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	2	0	0
Agencies Which Did Not Place Out of State	127	28	18	18
Agencies Which Did Not Participate in the Survey	0	0	0	0
Total Local Agencies	127	60	18	18

Local public agencies in Alabama which did not arrange out-of-state placements in 1978 were asked to report the reasons for the absence of such placements. The results of this question are given in Table 01-5. Consistent with policies described in Section III, most school districts, mental health agencies, and mental retardation agencies indicated that they were prevented from placing out of state because they lacked statutory authority to arrange such placements. A few other reasons are reported in Table 01-5 but, generally, they were associated with state funding restrictions. Accordingly, the agencies did not place children out of state.

When considering the 28 local juvenile justice agencies which did not arrange any out-of-state placements, one can see in Table 01-5 that a lack of funds and sufficient in-state services were the basic reasons why these agencies did not place children out of state. In addition, 23 local juvenile justice agencies reported "other" reasons for not arranging out-of-state placements for children, which included such comments as the child's parents disapproved of such placements, the distance involved was prohibitive, and because there was a lack of knowledge about facilities located in other states.

Local agencies in Alabama which did arrange out-of-state placements in 1978 were asked to report the extent to which they cooperated with other public agencies to arrange such placements. Of the 253 out-of-state placements, 108 (43 percent) arranged by these local juvenile justice agencies were arranged in cooperation with other public agencies. Generally, this interagency cooperation involved the solicitation of information such as diagnostic evaluations from local mental health officials, "Individualized Education Plans" from school personnel, and facility identification data from officials knowledgeable about existing out-of-state facility programs. In many cases, interagency cooperation occurred in the in the course of arranging a placement through the Interstate Compact on Juveniles. Table 01-6 summarizes the extent to which local juvenile justice agencies cooperated with other public agencies to arrange out-of-state placements. It is apparent that interagency cooperation to arrange such placements is not a consistent activity among agencies placing children out of state. Thirty percent of these agencies did not arrange their out-of-state placements with the help of another agency. The remaining agencies acted in cooperation with other agencies to arrange some out-of-state placements and not others.

TABLE 01-5. ALABAMA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)			
	Education	Juvenile Justice	Mental Health	Mental Retardation
Lacked Statutory Authority	114	2	16	17
Restricted[b]	0	0	0	0
Lacked Funds	3	10	1	1
Sufficient Services Available in State	8	15	1	1
Other[c]	4	23	1	2
Number of Agencies Reporting No Out-of-State Placements	127	28	18	18
Total Number of Agencies Represented in Survey	127	60	18	18

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

TABLE 01-6. ALABAMA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type	
	Juvenile Justice	
	Number	Percent
AGENCIES Reporting Out-of-State Placements	30	50[a]
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	21	70
Number of CHILDREN Placed Out of State	253	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	108	43

a. See Table 01-4.

Information about the types of children placed out of state by these local juvenile justice agencies is given in Table 01-7. The most commonly reported types of children for whom out-of-state placements were arranged included juvenile delinquents, unruly/disruptive children, and children who had been battered, abandoned, or neglected. It is also of interest to note that some of these juvenile justice agencies arranged such placements for truants, children who were mentally ill or emotionally disturbed, and some with drug and alcohol problems. This factor suggests an explanation as to why out-of-state placements in Alabama were arranged in cooperation with other agencies. Often, children placed out-of-state have a wide range of problems requiring the juvenile justice agencies to seek out the resources and expertise of other youth-serving agencies to develop appropriate plans of treatment.

TABLE 01-7. ALABAMA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting
	Juvenile Justice
Physically Handicapped	0
Mentally Retarded or Developmentally Disabled	4
Unruly/Disruptive	12
Truant	7
Juvenile Delinquent	24
Mentally Ill/Emotionally Distrubed	7
Pregnant	0
Drug/Alcohol Problems	7
Battered, Abandoned, or Neglected	12
Adopted	0
Special Education Needs	3
Multiple Handicaps	0
Others[b]	1
Number of Agencies Reporting	30

a. Some agencies reported more than one type of condition.

b. The "Other" category generally included foster care placements, autistic children, and status offenders.

C. Detailed Data From Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Alabama's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

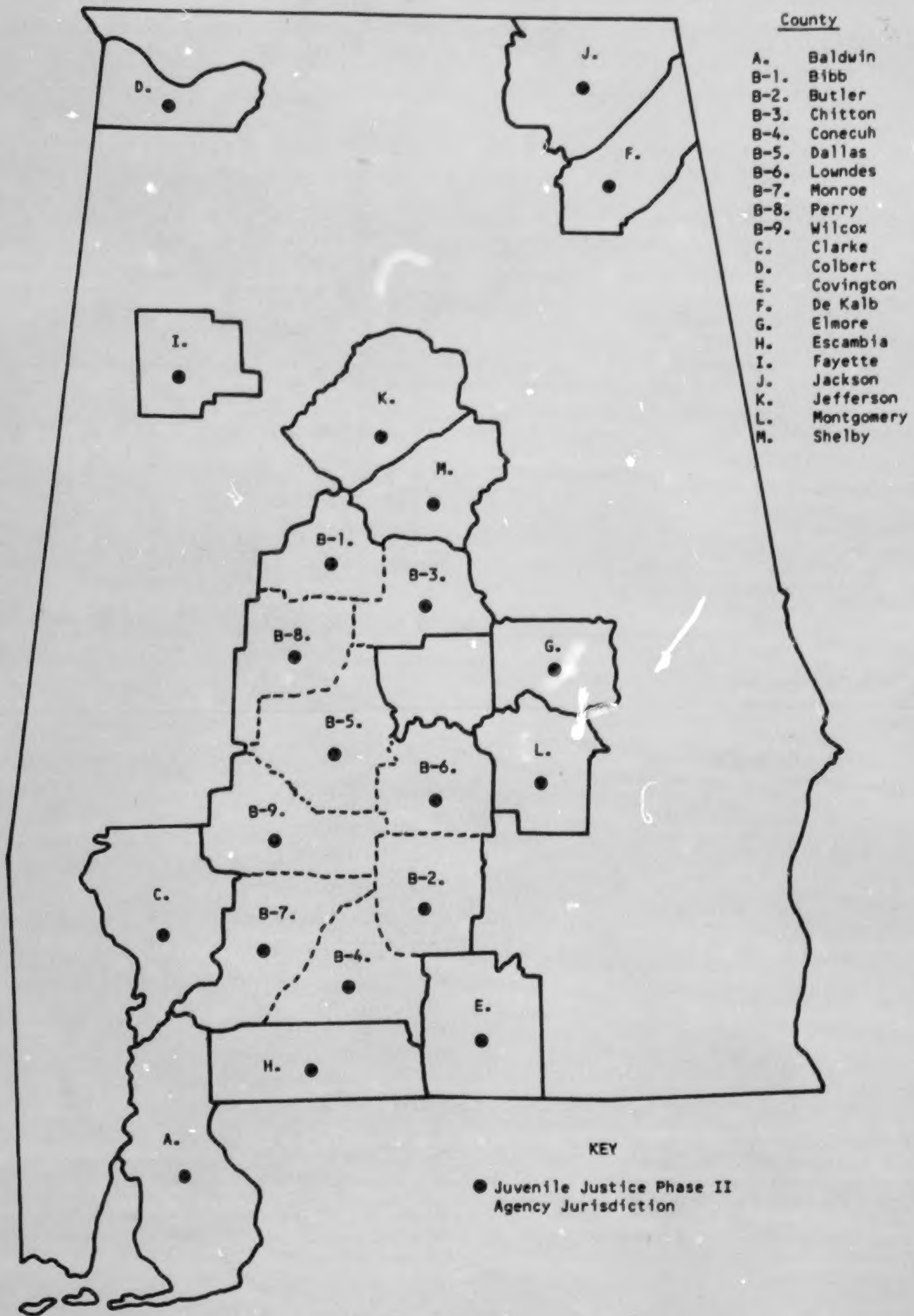
Figure 01-1 provides information about the out-of-state placement activity of Phase II agencies. It can be seen from this figure that about one-fifth of all local juvenile justice agencies surveyed were Phase II agencies. Further review reveals that Phase II agencies represent 43 percent of those agencies which arranged out-of-state placements in 1978 and they accounted for 86 percent of all out-of-state placements reported. Forty-six percent of these placements were arranged by the agency with jurisdiction in Jefferson County.

FIGURE 01-1. ALABAMA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Juvenile Justice
Number of AGENCIES	60
Number of AGENCIES Reporting Out-of-State Placements in 1978	30
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	13
Number of CHILDREN Placed Out of State in 1978	253
Number of CHILDREN Placed by Phase II Agencies	218
Percentage of Reported Placements in Phase II	86

The county locations of the Phase II agencies in Alabama are displayed in Figure 01-2. This illustration reveals that the high incidence of placements arranged by Phase II agencies clustered mainly in the south-central portion of the state. Included in this region of the state was a Phase II juvenile justice agency having jurisdiction in nine counties. Colbert, Jackson, and De Kalb Counties (which border on Mississippi, Tennessee, and Georgia) also contained agencies which arranged five or more out-of-state placements.

FIGURE 01-2. ALABAMA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



The 13 local juvenile justice agencies which placed five or more children in out-of-state facilities were asked to report the destination of each child placed. As can be seen in Table 01-8, this information could not be provided by these agencies for most (80 percent) of their placements.

Forty-three children were known to have been placed in 17 states and in Europe. These children were sent to states throughout the country, with the majority placed in Florida, Georgia, Mississippi, New York, Indiana, and Michigan.

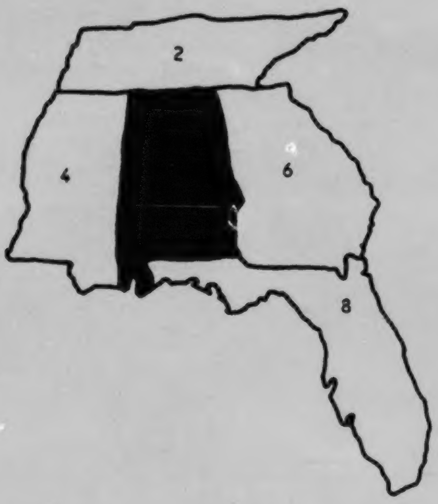
TABLE 01-8. ALABAMA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed Juvenile Justice
California	1
Connecticut	1
Florida	8
Georgia	6
Indiana	3
Kentucky	2
Michigan	3
Mississippi	4
Missouri	1
New Jersey	1
New York	4
North Carolina	2
Oklahoma	1
South Carolina	1
Tennessee	2
Texas	1
Washington	1
Europe	1
Placements for Which Destinations Could Not be Reported by Phase II Agencies	175
Total Number of Phase II Agencies	13
Total Number of Children Placed by Phase II Agencies	218

The number of children placed in states contiguous to Alabama is shown in Figure 01-3. Based on the information reported, more children were placed in Florida and Georgia than any other state in the country. Moreover, the four states contiguous to Alabama account for 47 percent of the total number of out-of-state placement destinations reported by Phase II agencies for whom destinations could be reported. However, it must be observed that destinations could only be reported by Phase II agencies for 43 (20 percent) children whom they placed.

A review of Table 01-9 points out that children were placed out of state by Phase II agencies for several reasons. A lack of comparable services in Alabama, alternatives to public institutionalization within Alabama, and the desire to place children with relatives were the most frequently reported reasons given for arranging out-of-state placements.

FIGURE 01-3. ALABAMA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO ALABAMA BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II agencies could only report destinations of 43 (20 percent) of their placements.

TABLE 01-9. ALABAMA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	3
Previous Success with Receiving Facility	5
Sending State Lacked Comparable Services	8
Standard Procedure to Place Certain Children Out of State	2
Children Failed to Adapt to In-State Facilities	4
Alternative to In-State Public Institutionalization	10
To Live with Relatives (Non-Parental)	12
Other	3
Number of Phase II Agencies Reporting	13

a. Some agencies reported more than one reason for placement.

Clearly, relatives' homes were the most frequent category of placement for children placed out of state by the 13 local juvenile justice agencies arranging five or more such placements. Eleven of the 13 agencies indicated their most frequent category of placement was relatives' homes. This information is provided in Table 01-10, which also shows that two agencies reported that they most frequently used residential treatment or child care facilities for out-of-state placements.

TABLE 01-10. ALABAMA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting Juvenile Justice
Residential Treatment/Child Care Facility	2
Psychiatric Hospital	0
Boarding/Military School	0
Foster Home	0
Group Home	0
Relative's Home (Non-Parental)	11
Adoptive Home	0
Others	0
Number of Phase II Agencies Reporting	13

In Table 01-11, information is given regarding the monitoring of out-of-state placements as reported by local Phase II juvenile justice agencies. Generally, these agencies monitored the placements on a quarterly basis through written progress reports. Only one agency monitored out-of-state placements through on-site visits and that practice did not occur at regular intervals. Table 01-11 also indicates that eight agencies periodically call facility staff or foster parents in order to monitor the progress of children who were placed out of state.

TABLE 01-11. ALABAMA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES Juvenile Justice[a]
Written Progress Reports	Quarterly	8
	Semiannually	3
	Annually	0
	Other[b]	1
On-Site Visits	Quarterly	0
	Semiannually	0
	Annually	0
	Other[b]	1
Telephone Calls	Quarterly	1
	Semiannually	0
	Annually	0
	Other[b]	7

TABLE 01-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES Juvenile Justice[a]
Other	Quarterly	2
	Semiannually	1
	Annually	0
	Other[b]	1
Total Number of Phase II Agencies Reporting		13

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Local Phase II juvenile justice agencies were also asked to report their expenditures for such placements. Only eight of the 13 agencies were able to supply this fiscal information. Together they expended an estimated $28,600 for residential placements in other states. Obviously, this figure would have been higher had placements with relatives not been a major form of placement and if more agencies had been able to report fiscal data.

D. Use of Interstate Compacts by State and Local Agencies

Of particular importance is the extent to which agencies arrange such placements through interstate compacts. Predicated only upon the practices of local juvenile justice agencies, it must be concluded that compliance with Alabama policies requiring agencies to arrange out-of-state placements through the Interstate Compact on Juveniles (or the comparable procedure established in DPS) was only partially achieved. For instance, Table 01-12 shows that eight local juvenile justice agencies placed children out of state and did not utilize an interstate compact for any such placements they arranged in 1978. In other words, 27 percent of all local juvenile justice agencies in Alabama which placed children out of state, particularly those agencies reporting four or less placements, did not arrange any such placements through an interstate compact. Table 01-12 also contains information about the specific type of compact used by the Phase II agencies which utilized a compact for at least some of their placements.

TABLE 01-12. ALABAMA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPES

Local Agencies Which Placed Children Out of State	Number of AGENCIES Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	17
• Number Using Compacts	10
• Number Not Using Compacts	6
• Number with Compact Use Unknown	1

TABLE 01-12. (Continued)

Local Agencies Which Placed Children Out of State	Number of AGENCIES Juvenile Justice
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	13
• Number Using Compacts	11
Interstate Compact on the Placement of Children[a]	
Yes	2
No	11
Don't Know	0
Interstate Compact on Juveniles	
Yes	10
No	3
Don't Know	0
Interstate Compact on Mental Health	
Yes	0
No	13
Don't Know	0
• Number Not Using Compacts	2
• Number with Compact Use Unknown	0
TOTALS	
Number of AGENCIES Placing Children Out of State	30
Number of AGENCIES Using Compacts	21
Number of AGENCIES Not Using Compacts	8
Number of AGENCIES with Compact Use Unknown	1

a. Although Alabama had not enacted the Interstate Compact on the Placement of Children in 1978, a bureaucratic mechanism did exist which incorporated many of its provisions. As a result, some local juvenile justice agencies reported placing children through the compact.

A more complete understanding of the utilization of interstate compacts by local juvenile justice agencies in Alabama is possible by reviewing Table 01-13, which indicates the number of children who were placed out of state through a compact. Overall, Table 01-13 shows that 162 children were placed out of state through an interstate compact. In contrast, a total of 77 children were sent to other states for residential care without the use of any compact. Table 01-13 also facilitates comparisons about the utilization of compacts between agencies which placed four or less and five or more children out of state, and indicates the number of children reported out of state through each specific type of compact by Phase II agencies.

TABLE 01-13. ALABAMA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	35
• Number Placed with Compact Use	10
• Number Placed without Compact Use	11
• Number Placed with Compact Use Unknown[a]	14
CHILDREN PLACED BY PHASE II AGENCIES	218
• Number Placed with Compact Use	152
Number through Interstate Compact on the Placement of Children[b]	11
Number through Interstate Compact on Juveniles	141
Number through Interstate Compact on Mental Health	0
• Number Placed without Compact Use	66
• Number Placed with Compact Use Unknown	0
TOTALS	
Number of CHILDREN Placed Out of State	253
Number of CHILDREN Placed with Compact Use	162
Number of CHILDREN Placed without Compact Use	77
Number of CHILDREN Placed with Compact Use Unknown	14

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. Although Alabama had not enacted the Interstate Compact on the Placement of Children in 1978, a bureaucratic mechanism did exist which incorporated many of its provisions and some local juvenile justice agencies reported placing children through the compact.

A graphic summarization about the utilization of interstate compacts for the 253 children placed out of state by these local juvenile justice agencies is illustrated in Figure 01-4. Although compact utilization was not determined for six percent of the placements reported, it was learned that 64 percent of these were compact-arranged placements and 30 percent were placed out of state without the use of a compact.

FIGURE 01-4. ALABAMA: THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

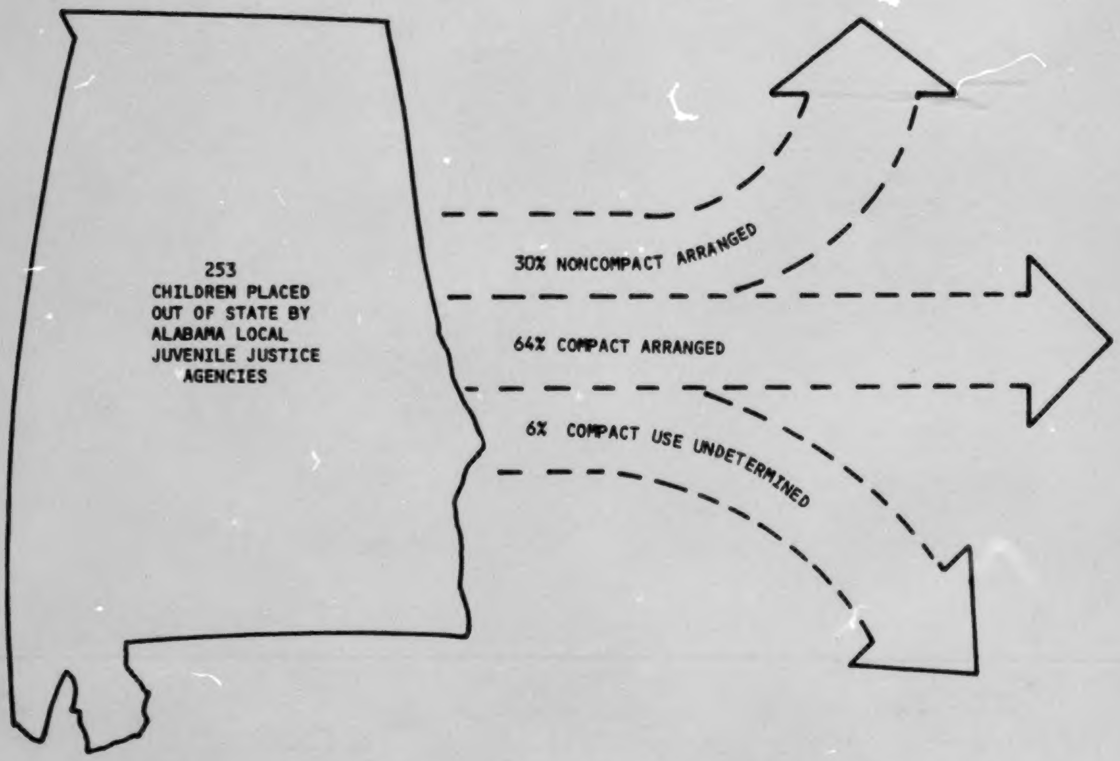


Table 01-14 provides a summary analysis of compact utilization by state and local agencies. This table examines the relationship between the total number of out-of-state placements arranged by both state and local agencies in 1978, and the number of compact-arranged placements reported by state agencies.

Unfortunately, the percentage of compact-arranged placements could not be determined for child welfare and juvenile justice agencies because state information about placement activity and compact use was not available. The state mental health and mental retardation agency (DMH) could report its four placements, all of whom were processed through a compact. The local school districts and the State Department of Education reported no placement activity and therefore compact use was not applicable.

TABLE 01-14. ALABAMA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Arranged Placements	*	*	4
Total Number of Compact-Arranged Placements Reported by State Agencies	*	*	4
Percentage of Compact-Arranged Placements	*	*	100

* denotes Not Available.

E. The Out-of-State Placement Practices of State Agencies

The involvement of Alabama state agencies in the out-of-state placement of children is directly related to policies described in Section III. Although the DPS (the state child welfare agency) is the only state agency legally authorized to expend state revenues for out-of-state placements, it was unable to provide much of the information requested in the survey. Table 01-15 illustrates this situation by providing findings about the ability of state agencies to report their involvement in arranging out-of-state placements. A review of Table 01-15 also shows that the state juvenile justice agency (DYS) was unable to report information concerning placements by local juvenile justice agencies, even though DYS is responsible for administering the Interstate Compact on Juveniles.

TABLE 01-15. ALABAMA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

	Number of CHILDREN Reported Placed during 1978, by State Agencies			
Types of Involvement	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	*	0	0	0
Locally Arranged but State Funded	—	0	0	0
Court Ordered, but State Arranged and Funded	*	0	0	0
Subtotal: Placements Involving State Funding	*	0	0	0
Locally Arranged and Funded, and Reported to State	—	0	*	0
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	*	*
Others	*	0	0	*
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	*	0	*	4

* denotes Not Available.

-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

The destination of placements known to Alabama state agencies was only reported by the DMH. Table 01-16 shows that the four children known to that agency to have been placed out of state were sent to Arkansas, Connecticut, Michigan, and New Jersey.

TABLE 01-16. ALABAMA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Child Welfare	Juvenile Justice	Mental Health and Mental Retardation
Arkansas			1
Connecticut			1
Michigan			1
New Jersey			1
Placements for Which Destinations Could Not be Reported by State Agencies	All	All	0
Total Number of Placements	*	*	4

* denotes Not Available.

The conditions of children placed out of state as reported by Alabama state agencies is given in Table 01-17. This information was provided by the DMH and DYS and reflects the conditions of children normally served by the two types of agencies--juvenile delinquents, mentally handicapped, and emotionally disturbed. The state child welfare agency (DPS) did not report any information concerning the conditions of children placed out of state in 1978.

State agencies were also asked to report the most frequent residential setting used for out-of-state placement purposes. Relatives' homes were the most frequent category of placement reported from both child welfare and juvenile justice agencies. Psychiatric hospitals were reported by the state mental health and mental retardation agency (DMH).

Finally, each state agency was asked to report their expenditures for out-of-state placements in 1978. No costs were incurred by agencies responsible for education, juvenile justice, and mental health and mental retardation. Again, the DPS did not have information accessible which could be provided in response to this inquiry.

TABLE 01-17. ALABAMA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978 AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

	Agency Type[a]	
Types of Conditions	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	0	0
Mentally Handicapped	0	X
Developmentally Disabled	0	0
Unruly/Disruptive	0	0
Truants	0	0
Juvenile Delinquents	X	0
Emotionally Disturbed	0	X
Pregnant	0	0
Drug/Alcohol Problems	0	0

TABLE 01-17. (Continued)

Types of Conditions	Agency Type[a] Juvenile Justice	 Mental Health and Mental Retardation
Battered, Abandoned, or Neglected	0	0
Adopted Children	0	0
Foster Children	0	0
Other	0	0

a. X indicates conditions reported.

F. State Agencies' Knowledge of Out-of-State Placements

In each state, state and local officials were asked to report on placement data in their possession or control. Local officials were asked, quite naturally, to report about placements made or arranged by their respective agencies. While state officials were asked for comparable data about out-of-state placements made or arranged by their state agencies, they were also asked to report on the number of such placements made by their counterparts in local governments. In other words, state corrections agencies were asked about local court placements; state mental health agencies were asked for comparable data emanating from community mental health centers. When state agencies reported data about their local counterparts, a ten percent sample of local agencies was contacted in order to verify the information. In cases where the state agency had inconsistent data or could not report, all local agencies were contacted, within the appropriate agency type, in order to obtain that portion of the survey requirements. See Table 01-1 for a description of data collection procedures in Alabama.

Table 01-18 reflects the information available in Alabama. Juvenile courts and probation offices were the only local agencies which reported making out-of-state placements in Alabama. Since DYS could not report about any such placements, the percentage of the 253 placements as being known to the state agency was unavailable.

TABLE 01-18. ALABAMA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

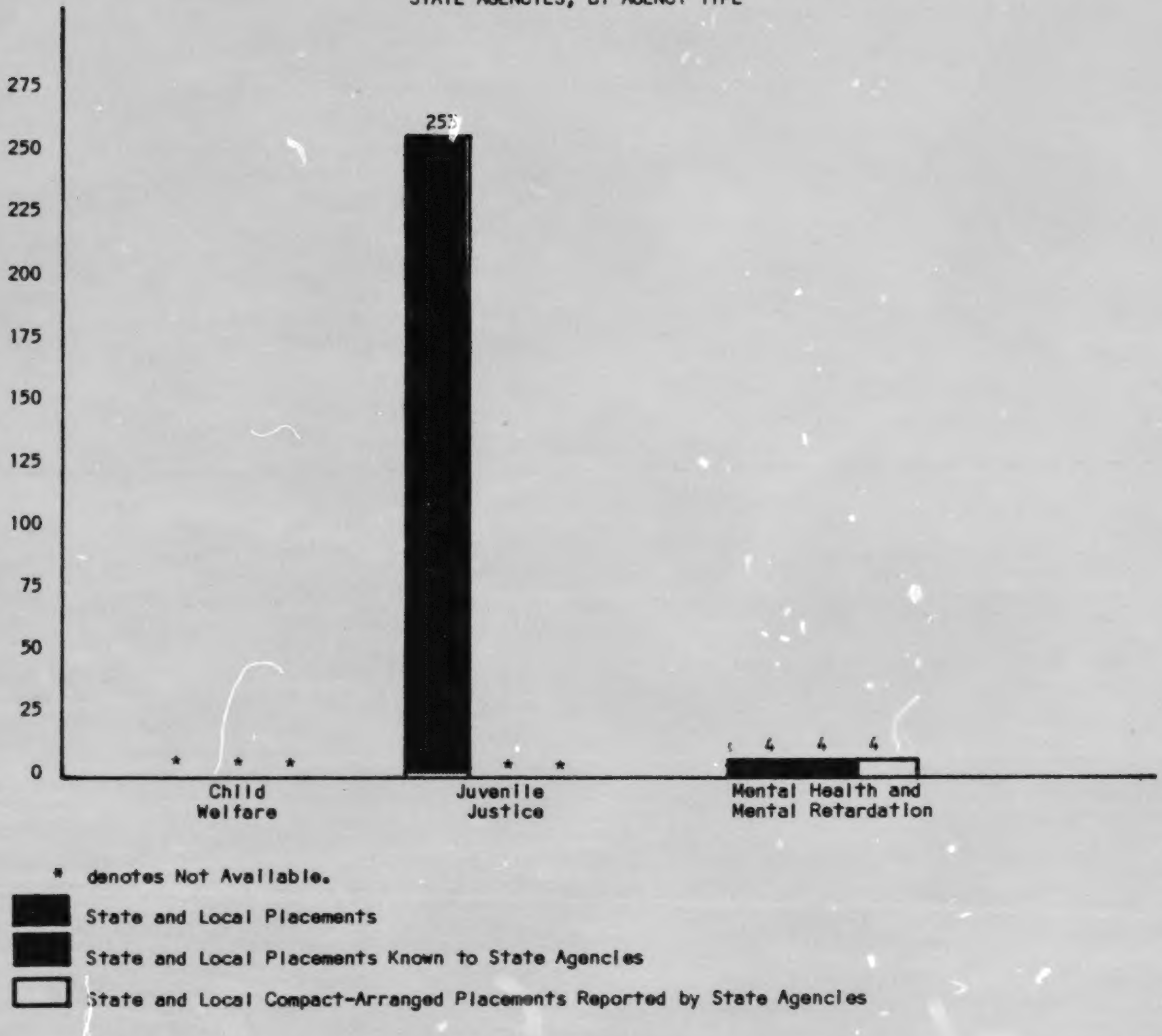
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*	0	*	4
Total Number of Placements Known to State Agencies	*	0	*	4
Percentage of Placements Known to State Agencies	*	100	*	100

* denotes Not Available.

Figure 01-5 graphically reflects the data in Table 01-18, as well as compact utilization reported by local and state agencies. The paucity of information supplied by state agencies is further evidenced in this figure. For example, the number of placements and utilization of interstate compacts could only be ascertained from the DMH, as is shown in Figure 01-5. All four placements were arranged by DMH and were processed through the Interstate Compact on Mental Health. As mentioned earlier, the findings from the sample of local mental health agencies reveal no local placement activity in 1978.

Further implication can be drawn from Figure 01-5 when observing the Department of Youth Service's response as compared with the local juvenile justice agencies. It becomes apparent that, although Alabama DYS has the responsibility for administering the Interstate Compact on Juveniles, the state lacked the means to report on its use of the compact on behalf of local juvenile justice agencies, despite the fact that such agencies reported using compacts for 162 placements.

FIGURE 01-5. ALABAMA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



V. CONCLUDING REMARKS

Several conclusions have been reached from the study of out-of-state placement practices of public agencies in Alabama. Foremost among these conclusions is the lack of information retrieved from the state's child welfare agency--the Bureau of Family and Children's Services in the Department of Pensions and Security. This outcome is particularly disturbing in view of the agency's extensive responsibility for children in out-of-home care and its authority to utilize state revenues for arranging out-of-state placements. Although numerous attempts and various approaches were taken to retrieve data from the agency, all methods failed to obtain comparable and satisfactory information for purposes of the study.

Other conclusions that have emerged about out-of-state placement practices include:

- Compliance with the Interstate Compact on Juveniles was only partially achieved when considering out-of-state placements arranged by local juvenile justice agencies.
- The destination of children placed out of state by both state and local agencies was generally not available.
- The conditions of children placed out of state reflected a wide range of problems, even though the most frequent category of placement was relatives' homes.
- The state-reported information about the out-of-state placement practices of local agencies responsible for mental health and mental retardation was consistent with information gathered from a sample of the local agencies. The finding suggests a highly satisfactory form of intergovernmental relations in this area of children's services.
- The local juvenile justice agency with jurisdiction in Jefferson County (Birmingham) arranged an estimated 100 out-of-state placements which was almost 40 percent of the total reported by all local juvenile justice agencies in Alabama.
- Monitoring of out-of-state placements by local juvenile justice agencies was generally accomplished through quarterly written progress reports and periodic telephone calls, with only one agency indicating the use of on-site visits for monitoring purposes.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Alabama in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. Alabama Exceptional Child Act, Act 106.
3. Alabama Code 1925, Section 22-50-11, Subsequent 4.

A PROFILE OF OUT-OF-DISTRICT PLACEMENT POLICY AND PRACTICE IN THE DISTRICT OF COLUMBIA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many public officials who contributed their time and effort to the project, particularly Harriet Weatherspoon, Director of Placement, Public Schools of the District of Columbia, Office of Educational Programs and Services; Betty J. Queen, Chief, Bureau of Family Services, Social Rehabilitation Administration, Department of Human Resources; Roosevelt Littlejohn, Administrator, Interstate Compact on Juveniles, Bureau of Youth Services, Social Rehabilitation Administration, Department of Human Resources; and Kay Campbell, Acting Chief, Professional Services, Mental Health Administration, Department of Human Resources.

II. METHODOLOGY

Information was systematically gathered about the District of Columbia from a variety of sources using a number of data collection techniques. First, a search for relevant statutes and case law was undertaken. Next, telephone interviews were conducted with officials who were able to report on agency policies and practices with regard to the out-of-district placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-district placement practices of public youth-serving agencies. A summary of the data collection effort in the District of Columbia appears below in Table 09-1.

TABLE 09-1. DISTRICT OF COLUMBIA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation[a]
District Agencies	Telephone Interview Mailed Survey: DHR Officials	Telephone Interview Mailed Survey: DCPSS Officals	Telephone Interview Mailed Survey: DHR Officials	Telephone Interview Mailed Survey: DHR Officials	Telephone Interview Mailed Survey: DHR Officials
Local Agencies	Not Applicable (District Offices)	Not Applicable (District Offices)	Not Applicable (District Offices)	Not Applicable District Offices)	Not Applicable District Offices)

a. Although mental health and mental retardation services are the primary responsibility of a single unit of DHR, the Mental Health Administration, two sources had to be contacted in order to obtain information on the out-of-district placements of each service type.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-DISTRICT PLACEMENT POLICY IN 1978

A. Introductory Remarks

The District of Columbia has the smallest land area in the country (61 square miles), with a population of 712,500. It has the highest population density in the United States with 11,680 persons per square mile. The estimated 1978 population of persons eight to 17 years old was 110,166.

The district shares a Standard Metropolitan Statistical Area (SMSA) with contiguous states of Maryland and Virginia (includes Charles, Montgomery, and Prince Georges Counties, Maryland; Alexandria, Fairfax, Falls Church, Manassas, and Manassas Park Independent Cities, and Arlington, Fairfax, Loudoun, and Prince William Counties, Virginia).[1]

B. Child Welfare

The Department of Human Resources (DHR) is a consolidated agency responsible for all social and health services in the District of Columbia. Child welfare and Title XX programs are administered by the DHR Social Rehabilitation Administration (SRA). Except for general assistance, programs are federal or district funded. Programs are provided centrally for the district population. Child welfare services include care for children who are dependent, abused, neglected, or in need of supervision through SRA and its Bureau of Family Services.

The District of Columbia is not a member of the Interstate Compact on the Placement of Children.

C. Education

The District of Columbia Public School System (DCPSS) is divided into six administrative regions. Regional offices provide general supervision to the schools under their jurisdiction, give instructional support to teachers, and provide services to students in such areas as special testing, placement, and psychological counseling. Moreover, they handle transfers and special admissions, and supply information about school boundaries.

The District of Columbia provides a wide variety of special education and related services to handicapped children and youth. The responsibility for providing services is shared by two major agencies of the District of Columbia government. The District of Columbia Board of Education is responsible for providing education and the Department of Human Services (DHS) is responsible for providing medical, special needs identification, and therapeutic services. When a child has a special education need which cannot be met either in the public schools or in a DHS program, the child may receive a tuition grant provided by the District of Columbia to attend school in a special, nonpublic facility.

The District of Columbia Public School System does not have a written policy regarding out-of-district placements. However, it tries to follow the "least restrictive environment" provision of P.L. 94-142. Whenever possible, the child will attend a special program in a neighborhood school.

D. Juvenile Justice

The Family Division of the District of Columbia Superior Court has jurisdiction in matters relating to dependent and neglected children. The Family Division's Juvenile Branch handles youths charged as delinquents. Associate judges of the Superior Court rotate monthly in the adjudication of cases brought before the Family Division and the Juvenile Branch.

Adjudicated delinquents are committed to the DHR Social Rehabilitation Administration's Bureau of Youth Services, which is responsible for all juvenile justice services in the District of Columbia. The

bureau maintains three juvenile institutions and is responsible for probation and aftercare services. These responsibilities are divided between the Institutional Services Division and the Aftercare Services Division.

There are no statutory, administrative, or judicial restrictions on placing children from the juvenile justice system into the 50 states. These placements are reportedly made through the Interstate Compact on Juveniles (ICJ). The District of Columbia has been a member of the compact since 1970.

E. Mental Health and Mental Retardation

The Department of Human Resources is responsible for all public mental health and mental retardation services in the District of Columbia. The DHR Mental Health Administration and Social Rehabilitation Administration coordinate programs through special mental retardation or multiple handicapped schools, community mental health centers, and a developmental services center.

All out-of-district placement public hospital transfers are reported to be arranged through the Interstate Compact on Mental Health (ICMH). The District of Columbia has been a member of the compact since 1972.

IV. FINDINGS FROM A SURVEY OF OUT-OF-DISTRICT PLACEMENT PRACTICES IN 1978

The following tables and summary remarks describe the findings of the study's data collection activities with agencies serving youth in the District of Columbia. The findings have been organized to address major issues relating to the out-of-district placement of children.

A. The Number of Children Placed in Out-of-District Residential Settings

Before presenting the more detailed findings from the survey, an overview of out-of-district placement activity in the District of Columbia is provided in Table 09-2. This table summarizes the number of out-of-district placements which were reported by public agencies, and in many ways sets the stage for the more specific information to follow. There are no local data included in this profile because public services to children are entirely supervised and administered by district-level agencies.

Table 09-2 clearly shows that in 1978, the DHR's Social Rehabilitation Administration placed the majority of children out of district for residential care and treatment. Placements by this agency account for 73 percent of the 332 out-of-district placements that were reported by all public agencies.

The Department of Human Resources, Social Rehabilitation Administration, is also unique because it licenses child care settings outside of its political jurisdiction. The department has apparently resorted to this action, which to the study's knowledge is unique in the nation, because of the extreme geographic limits and intense urbanization within which it must operate. The department respondent noted in reference to the 243 children reported placed out of the district that, "This number does not include the estimated 750 children placed in our agency foster homes in nearby Maryland and Virginia and a small emergency care private facility one block across the District of Columbia line into Maryland." The children included in Table 09-2 were placed in settings out of the district into settings other than those directly licensed by the department.

The remaining out-of-district placements were made primarily by the District of Columbia Public School System, which placed 47 children, and by the SRA's Bureau of Youth Services, which placed 31 children. Together, these agencies account for almost 24 percent of all out-of-district placements. The remaining 3 percent of the children placed in other states are attributable to DHR's Mental Health Administration, which provides mental health and mental retardation services to children.

TABLE 09-2. DISTRICT OF COLUMBIA: NUMBER OF OUT-OF-DISTRICT PLACEMENTS ARRANGED BY DISTRICT AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type					
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation	Total
District Agency Placements[a]	243	47	31	3	8	332
Local Agency Placements	--	--	--	--	--	--
Total	243	47	31	3	8	332

-- denotes Not Applicable.

a. May include placements which the district agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the district agency's assistance or knowledge. Refer to Table 09-3 for specific information regarding district agency involvement in arranging out-of-district placements.

B. The Out-of-District Placement Practices of District Agencies

Table 09-3 further describes the involvement of district agencies in placing children out of district. All categories of local involvement in placement are designated as not applicable because of the unique governmental structure of the district.

The reporting of two district agencies represented in the table deserves special mention. The DHR's Social Rehabilitation and Mental Health Administrations reported some or all of their placements under more than one category of involvement. The first category shown on the table, "District Arranged and Funded," includes all out-of-district placements meeting those conditions. The third category, "Court Ordered, but District Arranged and Funded," was used by these agencies to designate that proportion of the placements reported in the previous category which also met the condition of being court ordered. In both cases, the agencies reported unduplicated total placements which appear at the bottom of the table, and these totals have been used in any calculations or descriptions representing the out-of-district placement activities of these agencies. In addition, neither of these agencies reported the number of placements they helped to arrange but for which they were not legally nor financially responsible.

The District of Columbia Public School System and mental retardation programs within the DHR's Mental Health Administration both arranged and funded all reported placements. In contrast, the DHR Bureau of Youth Services helped to arrange all reported placements but was not required to do so and did not pay placement-related expenses.

TABLE 09-3. DISTRICT OF COLUMBIA: ABILITY OF DISTRICT AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-DISTRICT PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by District Agencies				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
District Arranged and Funded	243	47	0	3	8
Locally Arranged but District Funded	--	--	--	--	--
Court Ordered, but District Arranged and Funded	125	*	0	3	0
Subtotal: Placements Involving District Funding	243	47	0	3	8
Locally Arranged and Funded, and Reported to District	--	--	--	--	--
District Helped Arrange, but not Required by Law or Did Not Fund the Placement	*	0	31	*	0
Others	0	0	0	0	0
Total Number of Children Placed Out of District with District Assistance or Knowledge[a]	243	47	31	3	8

-- denotes Not Applicable.
* denotes Not Available.

[a] Includes all out-of-district placements known to officials in the particular district agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the district agency but may simply indicate knowledge of certain out-of-district placements through case conferences or through various forms of informal reporting.

The extent to which interstate compacts were used to arrange out-of-district placements is presented in Table 09-4. The DHR's Social Rehabilitation and Mental Health Administrations did not report how many of their out-of-district placements were arranged through interstate compacts. However, Table 09-4 shows that the district's public school administration did not use any compacts for the 47 children it placed out of its jurisdiction. This is not uncommon for education agencies because there exists no interstate compact for the placement of children into facilities solely educational in nature. Finally, all of the Bureau of Youth Services placements and one-fourth of the placements by mental retardation programs were processed by a compact. It should be noted that the District of Columbia is not a member of the Interstate Compact on the Placement of Children.

TABLE 09-4. DISTRICT OF COLUMBIA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY DISTRICT AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Total Number of District and Local Agency-Arranged Placements	243	47	31	3	8
Total Number of Compact-Arranged Placements Reported by District Agencies	*	0	31	*	2
Percentage of Compact-Arranged Placements	*	0	100	*	25

* denotes Not Available.

District agencies, like state agencies, were asked to indicate how many of their out-of-district placements were arranged in specific states. The reported destinations of children leaving the district from its public agencies appear in Table 09-5. Forty-two percent of all children leaving the district went to Maryland and Virginia and 23 percent were placed in Pennsylvania.

Placements arranged by the DHR's Social Rehabilitation Administration were fairly concentrated within the region, with 40 percent going to the contiguous states of Maryland and Virginia (see Figure 09-1) and 42 percent going to Ohio, Pennsylvania, New Jersey, and New York. The remaining 45 children were placed in numbers between one and seven children in 17 other states throughout the country. Also, one child was reported placed in an African country.

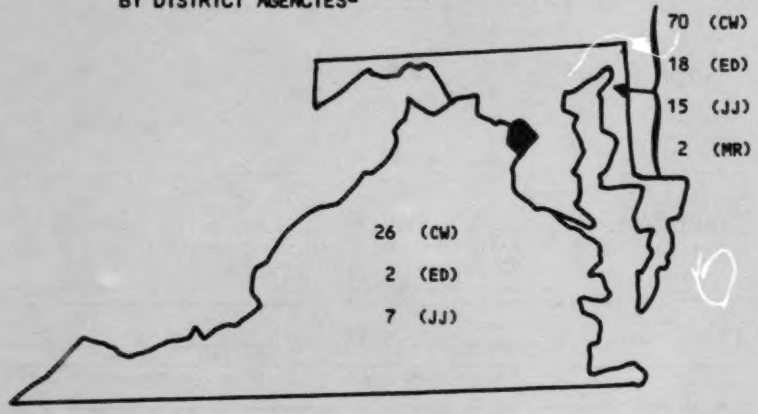
Children placed into states by the District of Columbia Public School System were also concentrated in contiguous or regional states, as reflected in Figure 09-1. Maryland received 38 percent of children placed by the District of Columbia public schools, as did Pennsylvania. Remaining placements were arranged in small numbers in New Jersey, Texas, Vermont, Virginia, and West Virginia.

The SRA Bureau of Youth Services similarly made 71 percent of its out-of-district placements in Maryland and Virginia. Of the nine children placed in noncontiguous states, most were in the mid-Atlantic region except for the single placements arranged in California, Florida, and Missouri. All placements arranged by district mental health or mental retardation officials were in the contiguous state of Maryland or in West Virginia or Pennsylvania.

TABLE 09-5. DISTRICT OF COLUMBIA: DESTINATIONS OF CHILDREN PLACED OUT OF DISTRICT IN 1978 REPORTED BY DISTRICT AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Arkansas	1	0	0	0	0
California	2	0	1	0	0
Delaware	2	0	0	0	0
Florida	6	0	1	0	0
Georgia	6	0	0	0	0
Maryland	70	18	15	0	2
Massachusetts	4	0	0	0	0
Missouri	0	0	1	0	0
New Jersey	15	2	0	0	0
New Mexico	1	0	0	0	0
New York	12	0	0	0	0
North Carolina	7	0	1	0	0
Ohio	20	0	0	0	0
Pennsylvania	54	18	2	2	2
South Carolina	6	0	2	0	0
Tennessee	0	0	1	0	0
Texas	6	3	0	0	0
Vermont	0	1	0	0	0
Virginia	26	2	7	0	0
Washington	1	0	0	0	0
West Virginia	3	3	0	1	4
Africa	1	0	0	0	0
Placements for Which Destinations Could Not be Reported by District Agencies	0	0	0	0	0
Total Number of Placements	243	47	31	3	8

FIGURE 09-1. DISTRICT OF COLUMBIA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO THE DISTRICT OF COLUMBIA BY DISTRICT AGENCIES[a]



a. These district agencies reported the destinations for a total of 332 placements.

District agencies were asked to indicate, from a list of descriptive categories, the types of children who were placed out of district. Table 09-6 summarizes their responses. The most predominant finding is the wide variety of responses made by the DHRs Social Rehabilitation Administration. This agency was involved in placing children with every characteristic offered for description except pregnancy.

Other public agencies serving district children are, by comparison, very focused in the kinds of children for which they arranged out-of-district placements. The characteristics of children placed by these agencies are fairly traditional, given the types of services they provide. For example, the juvenile justice agency reported placing truants and adjudicated delinquents out of the district, and the school system placed emotionally disturbed and "other" children (including the deaf and blind, and learning disabled). Mental health and mental retardation officials reported placing children who were mentally handicapped, physically handicapped, and developmentally disabled.

TABLE 09-6. DISTRICT OF COLUMBIA: CONDITIONS OF CHILDREN PLACED OUT OF DISTRICT IN 1978, AS REPORTED BY DISTRICT AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Physically Handicapped	X	0	0	X	0
Mentally Handicapped	X	0	0	X	X
Developmentally Disabled	X	0	0	0	X
Unruly/ Disruptive	X	0	0	0	0
Truants	X	0	X	0	0
Juvenile Delinquents	X	0	X	0	0

TABLE 09-6. (Continued)

Types of Conditions	Agency Type[a]				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Emotionally Disturbed	X	X	0	0	0
Pregnant	0	0	0	0	0
Drug/ Alcohol Problems	X	0	0	0	0
Battered, Abandoned, or Neglected	X	0	0	0	0
Adopted Children	X	0	0	0	0
Foster Children	X	0	0	0	0
Other	0	X	0	0	0

a. X indicates conditions reported.

TABLE 09-7. DISTRICT OF COLUMBIA: PUBLIC EXPENDITURES FOR OUT-OF-DISTRICT PLACEMENTS IN 1978, AS REPORTED BY DISTRICT AGENCIES

Levels of Government	Expenditures, by AGENCY Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
• District	*	*	0	*	$75,000 est
• Federal	*	0	0	*	*
• Local	$2,500 est	*	0	*	*
• Other	*	0	0	*	*
Total Reported Expenditures	$2,500	*	0	*	$75,000

* denotes Not Available.

District agencies provided information on the type of setting that was most frequently selected to receive children placed out of district. Every agency, except the SRA Bureau of Youth Services, said that residential treatment or child care facilities were the setting of choice for children leaving the district. The bureau reported sending children most frequently to relatives' homes.

The district agencies had some difficulty in reporting expenditures related to out-of-district placements. As can be seen in Table 09-7, the only agency which responded to questions about placement expenditures in each category of funding source was the Bureau of Youth Services, which did not spend any of its budget for out-of-district placements in 1978. A dollar estimation of $2,500 in local funds was given by child welfare officials. It was not determined what this agency was referring to as "local" funds. Mental retardation officials estimated spending $75,000 in district funds for out-of-district placements in 1978.

District public school officials ruled out the expenditure of federal or other funds for out-of-district placements, but did not report on expenditures from district sources. All other expenditure information by agency type or source of funds was unavailable.

V. CONCLUDING REMARKS

Review of the information obtained from the survey of the District of Columbia public agencies brings forward several conclusions about the agencies' out-of-district placement practices. The most pertinent of these conclusions follow.

- The Social Rehabilitation Administration within DHR clearly takes the lead among public agencies in placing children out of the district by sending children of all types into states all over the county for care and treatment. This child welfare agency placed children having conditions or statuses also mentioned by the other four public agencies serving youth.
- There was a fairly clear trend for district agencies to rely on Maryland, Virginia, and Pennsylvania to receive the majority of their out-of-district placements.
- Children who leave the District by the actions of public agencies, except SRAs Bureau of Youth Services, frequently go to residential treatment or child care settings.
- Although the agencies of the District of Columbia operate within a limited 61 square miles of urban area, they do not behave like agencies of a large city or even of a county. The incidence of placement of children out of their jurisdiction to contiguous, and especially to more distant states, rivals or exceeds the findings for agencies operating within entire states with a much larger land area and population.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in the District of Columbia in order to develop further conclusions about the district's involvement with the out-of-district placment of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN FLORIDA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Landis M. Stetler, Bureau of Education for Exceptional Students, Department of Education; Mary Ann Price, Compact Correspondent, Department of Health and Rehabilitative Services; LaDon E. Pittman, Juvenile Compact Administrator, Department of Health and Rehabilitative Services; June Davis, Admissions and Interstate Compact Coordinator, Department of Health and Rehabilitative Services; J. William Lockart, Director, State Court Administration, Research and Information, Department of Health and Rehabilitative Services; and Alvin J. Taylor, Secretary, Department of Health and Rehabilitative Services.

II. METHODOLOGY

Information was systematically gathered about Florida from a variety of sources using a number of data collection techniques. First, a search of relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Florida appears below in Table 10-1.

TABLE 10-1. FLORIDA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DHRS officials	Telephone Interview Mailed Survey: DOE officials	Telephone Interview Mailed Survey: DHRS officials	Telephone Interview Mailed Survey: DHRS officials Telephone Survey: regional offices and state-operated facilities
Local Agencies	Not Applicable (State Offices)	Telephone Survey: All 67 local school districts	Not Applicable (State Offices)	Not Applicable (State Offices)

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Florida has the 26th largest land area (54,090 square miles) and is the eighth most populated state (8,283,074) in the United States. Dade County (Miami) is the most populated county in the state. Tallahassee, the capital, is the tenth most populated city in the state. In addition, Florida has 89 cities with populations over 10,000 and 24 cities with populations over 30,000. It has 66 counties and one city-county consolidation, Jacksonville-Duval. The 1978 estimated population of persons eight to 17 years old was 1,302,472.

The state has 16 Standard Metropolitan Statistical Areas (SMSAs). Florida's border states are Alabama and Georgia.

Florida was ranked 38th nationally in total state and local per capita expenditures, 50th in per capita expenditures for public welfare, and 39th in per capita expenditures for education.[1]

B. Child Welfare

The Florida Department of Health and Rehabilitative Services (DHRS) manages the state's child welfare system through 11 district offices, which contain 40 district service networks covering every county in the state. Each district service network is organized around eight program areas: aging and adult services, children's medical services, mental health, mental retardation, vocational rehabilitation, youth services, and social and economic services. The social and economic services program offices administer foster care and adoptive services for dependent and neglected children.

The DHRS reports to place children out of state in accordance with the Interstate Compact on the Placement of Children (ICPC). Florida has been a member of the compact since 1974.

C. Education

The Florida Department of Education (DOE) sets standards, coordinates, implements guidelines in accordance with state legislation, and provides training to manage the delivery of educational services through the state's 67 public school districts and relevant state agencies. Policies and organizational characteristics of special importance to this study relate to the education of exceptional students. The DOE's Bureau of Education for Exceptional Students has major responsibility for regulating special education services to exceptional children. Among other functions, the bureau operates 18 regional diagnostic and resource centers for exceptional students. These centers evaluate and diagnose students referred by school districts, prescribe instructional and service needs, and provide informational and referral services for finding necessary services.

Under Florida statutes, all 67 school districts must provide an appropriate program of special instruction, facilities, and related services for exceptional students.[2] A school district may enter into contracts with nonpublic schools in Florida or other states for services for exceptional students, when it has been determined that no program offerred by it, a cooperating district school board, or a state agency can adequately provide for the student's needs. These nonpublic schools must meet certain requirements set forth by the Bureau of Education for Exceptional Students in order for the state to reimburse the district for placement costs. In school year 1977-78, nine out-of-state nonpublic school contracts had been approved by the bureau.

State education officials indicated that children are not likely to be placed out of state by school districts without state approval of the contracts and the associated state reimbursement. Consequently, state officials believe they have knowledge of all such placements arranged by school districts; however, they were unable to report the incidence of out-of-state placements in 1978 according to the specific school districts which arranged the placements.

D. Juvenile Justice

In Florida, 20 locally operated circuit courts have jurisdiction over dependent, neglected, and delinquent children and youth. In some of the larger counties, the courts have juvenile and family divisions to adjudicate these cases.

Delinquent youth are referred by the courts to the Department of Health and Rehabilitative Services' Youth Services Program Office for detention and treatment. The DHRS' youth services offices provide court intake, individual and group counseling, and secure and nonsecure detention. The latter includes family group homes, halfway houses, and forestry camps. Moreover, the youth services offices are responsible for parole and probation and for various residential and nonresidential community-based programs to control and prevent delinquency.

Circuit court judges can directly place children out of state, but the more typical disposition involves commitment to the DHRS. The placement decision is then the responsibility of DHRS which reportedly arranges all out-of-state placements through the ICPC or ICJ. Florida has been a member of the ICJ since 1957.

E. Mental Health and Mental Retardation

Public mental health and mental retardation services are state operated in Florida. The Offices of Mental Health Programs and Developmental Services Programs within DHRS administer state hospitals and a number of community-based mental health and retardation services for children through its 11 district offices. In addition, the Office of Developmental Services Programs establishes standards, and provides assistance, and necessary supervision to all state-supported diagnostic centers, day care workers, rehabilitation centers, sheltered workshops, boarding homes, and other facilities serving the retarded.

DHRS officials report that because of budgetary constraints, they do not have the funds available for placing children out of state. However, out-of-state placements may occur in unusual circumstances. Florida has been a member of the Interstate Compact on Mental Health (ICMH) since 1971.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion and tabular display sets forth the findings from the survey of Florida state and local public agencies. The information is organized to highlight the major questions regarding public agencies' involvement with the out-of-state placement of children in 1978.

A. The Number of Children Placed In Out-of-State Residential Settings

Table 10-2 provides a summary introduction to out-of-state placement activity which was detected among Florida state and local public agencies. The figures are not duplicative to the extent that little interagency cooperation exists among agencies. (Interagency agreements will be discussed in more depth in the succeeding sections.) It should be recognized that the Department of Health and Rehabilitative Services is the major placing agency in Florida. DHRS administers state services in the areas of child welfare, juvenile justice, and mental health and mental retardation through three separate offices. These three offices reported approximately 843 out-of-state placements which constitute nearly 99 percent of all placements reported by Florida state and local agencies. In contrast, local school districts reported placing nine children out of state in 1978.

TABLE 10-2. FLORIDA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	435	0	404	4	843
Local Agency Placements	--	9	--	--	9
Total	435	9	404	4	852

-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 10-9 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 10-3 displays the number of children reported placed out of state by each school district according to the county in which the districts are located. The table also lists the estimated 1978 population of persons eight to 17 years old within each county in order to facilitate an examination of the relationship between population and the incidence of out-of-state placements. Review of Table 10-3 reveals that children were placed out of state by school districts located in counties with youth populations ranging from 8,981 (Santa Rosa) to 98,832 (Duval). It is interesting to note that the county with the greatest number of reported placements was Leon, which contains Tallahassee and had an estimated youth population of only 20,011. Strikingly, Broward, Dade, and Hillsborough counties, which include the major cities of Fort Lauderdale, Miami, and Tampa, did not have any children placed out of Florida in 1978.

TABLE 10-3. FLORIDA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Education
Alachua	19,236	0
Baker	2,361	0
Bay	17,184	0
Bradford	2,979	0
Brevard	45,109	0
Broward	120,375	0
Calhoun	1,570	0
Charlotte	4,408	0
Citrus	5,000	0
Clay	11,485	0
Collier	9,405	0
Columbia	5,498	0
Dade	211,399	0
De Soto	2,680	0
Dixie	1,204	0
Duval	98,832	1
Escambia	40,974	0
Flagler	1,051	0
Franklin	1,465	0
Gadsden	7,261	0
Gilchrist	934	0
Glades	883	0
Gulf	1,972	0
Hamilton	1,607	0
Hardee	3,644	0
Henry	3,240	0
Hernando	4,273	0
Highlands	6,233	0
Hillsborough	101,771	0
Holmes	2,184	0
Indian River	7,683	0
Jackson	6,905	0
Jefferson	1,863	0
Lafayette	633	0
Lake	13,672	0
Lee	22,336	0
Leon	20,011	3
Levy	3,128	0
Liberty	665	0
Madison	2,689	0
Manatee	14,801	0
Marion	16,422	0
Martin	6,547	0
Monroe	7,910	0
Nassau	5,631	0
Okaloosa	21,646	0
Okeechobee	3,492	0
Orange	72,587	0
Osceola	5,963	0
Palm Beach	66,491	1

TABLE 10-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Education
Pasco	14,199	0
Pinellas	76,731	1
Polk	48,483	0
Putnam	7,913	0
St. Johns	6,701	0
St. Lucie	11,593	0
Santa Rosa	8,981	1
Sarasota	17,640	1
Seminole	25,963	1
Sumter	3,261	0
Swannee	3,426	0
Taylor	2,542	0
Union	1,387	0
Volusia	29,150	0
Wakulla	1,788	0
Walton	2,934	0
Washington	2,488	0
Total Number of Placements Arranged by Local Agencies		9
Total Number of Local Agencies Reporting		67

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The survey of Florida local public agencies included all of the 67 public school districts, as shown in Table 10-4. Seven of these school districts, constituting approximately ten percent of the total, placed children out of state in 1978 and could report the number of placements. The remaining 60 school districts did not place any children outside of Florida in that year.

TABLE 10-4. FLORIDA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type
	Education
Agencies Which Reported Out-of-State Placements	7
Agencies Which Did Not Know if they Placed, or Placed but Could Not Report the Number of Children	0
Agencies Which Did Not Place Out of State	60
Agencies Which Did Not Participate in the Survey	0
Total Local Agencies	67

The 60 reporting local school districts which did not arrange out-of-state placements were asked about their reasons for not becoming involved in the practice. Table 10-5 shows that the overwhelming reason given was the availability of sufficient services in Florida. Eight school district responses also indicated that no children came to their attention that needed an out-of-state placement (specified in the "Other" category).

TABLE 10-5. FLORIDA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)
	Education
Lacked Statutory Authority	0
Restricted	0
Lacked Funds	0
Sufficient Services Available in State	58
Other[b]	8
Number of Agencies Reporting No Out-of-State Placements	60
Total Number of Agencies Represented in Survey	67

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Of particular importance is the extent to which the local school districts arranged out-of-state placements with the assistance of another public agency. Table 10-6 reveals that 57 percent of the placing school districts worked with other public agencies to arrange 67 percent of their out-of-state placements. These four school districts reported cooperating with DHRS when placing six children out of state.

TABLE 10-6. FLORIDA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type	
	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	7	10
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	4	57
Number of CHILDREN Placed Out of State	9	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	6	67

a. See Table 10-4.

Table 10-7 focuses attention on the types of conditions of the children placed out of state by the local school districts. The most predominant conditions were children who were mentally ill or emotionally disturbed, and children with special education needs.

TABLE 10-7. FLORIDA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting Education
Physically Handicapped	1
Mentally Retarded or Developmentally Disabled	1
Unruly/Disruptive	0
Truant	0
Juvenile Delinquent	0
Mentally Ill/Emotionally Disturbed	5
Pregnant	0
Drug/Alcohol Problems	0
Battered, Abandoned, or Neglected	0
Adopted	0
Special Education Needs	6
Multiple Handicaps	1

TABLE 10-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting Education
Other	0
Number of Agencies Reporting	7

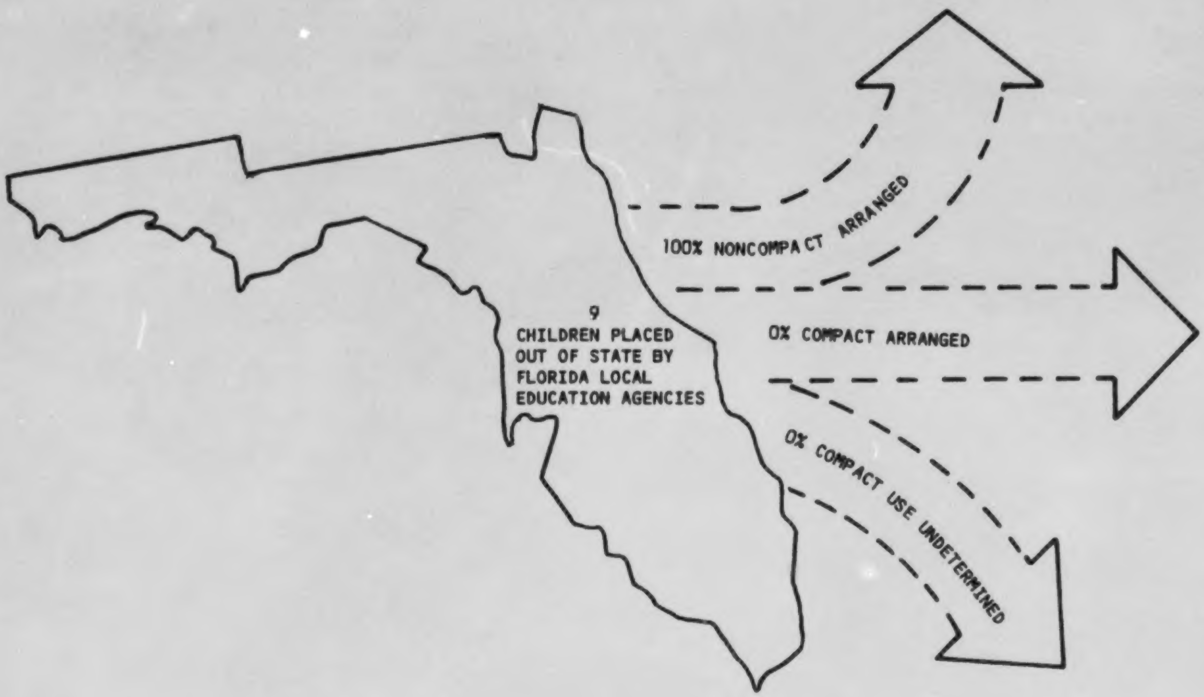
a. Some agencies reported more than one type of condition.

None of the Florida local school districts placed five or more children out of state in 1978 and, therefore, no local agencies were asked for the additional information requested of these Phase II agencies in other states.

C. Use of Interstate Compacts By State and Local Agencies

The seven local districts arranging out-of-state placements in 1978 also reported not utilizing an interstate compact for any of those nine placements, as reflected in Figure 10-1. A possible explanation of this fact is that facilities totally educational in nature are excluded from the purview of an interstate compact.

FIGURE 10-1. FLORIDA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978



Florida state agencies also responded to a survey request for information on interstate compact utilization. Table 10-8 reflects the 100 percent utilization reports of two state agencies, child welfare and juvenile justice. Both of these agencies' compact offices supplied the placement incidence and compact information.

The state education agency confirmed the local school district reports of no compact use in 1978. The state mental health agency, in contrast, reported three-fourths of the state-arranged placements to have been processed through one of the interstate agreements.

TABLE 10-8. FLORIDA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	435	9	404	4
Total Number of Compact-Arranged Placements Reported by State Agencies	435	0	404	3
Percentage of Compact-Arranged Placements	100	0	100	75

D. The Out-of-State Placement Practices of State Agencies

The involvement of Florida's state agencies in the out-of-state placement of children is presented in Table 10-9. At this point, it is important to recall the organizational structure of services in state government which was described in Section III. DHRS, as sole public provider of youth services and also the administrative location of the three interstate compacts, was able to report its involvement in arranging out-of-state placements. The Department of Education also reported its total involvement.

A discrepancy in the total placements and subcategory totals is found under the child welfare agency type. A possible explanation is that the respondent did not see the categories of involvement as mutually exclusive. Another discrepancy is found between the Department of Education reporting 14 locally arranged placements and the local school districts reporting nine placements. This discrepancy possibly occurred because the state agency included placements made prior to 1978 for which they were still providing funds.

Further review of Table 10-9 indicates other important aspects in the out-of-state placement practices of Florida state agencies. For example, there were only 16 out-of-state placements which were both arranged and funded by state agencies, and two of those were court ordered. The 435 out-of-state placements attributed to the state child welfare agency within DHRS and the 404 placements involving the state juvenile justice agency were simply arranged but not funded by state offices. The majority of the 839 children were placed with relatives in other states.

TABLE 10-9. FLORIDA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare[a]	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	14	0	0	0
Locally Arranged but State Funded	--	14	--	--
Court Ordered, but State Arranged and Funded	0	0	0	2
Subtotal: Placements Involving State Funding	14	14	0	2
Locally Arranged and Funded, and Reported to State	--	0	--	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	2	0	0	2
Other[b]	435	0	404	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[c]	435	14	404	4

-- denotes Not Applicable.

a. This column does not total because of double counting of children within the type of involvement categories.

b. Represents placements which were arranged but not funded. Generally consisted of placements with relatives in other states.

c. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

The availability of information varied among state agency types when asked about the destinations of the children placed out of state. As can be seen in Table 10-10, the child welfare and mental health/mental retardation offices were not able to report the destinations of the placements made by their agency. The state juvenile justice agency and the DOE could report the destinations of the children they reported to be out of state. It can be seen in Table 10-10 that children placed by the DHRS juvenile justice office were placed in almost every state in the country; however, a contiguous state, Georgia, received more children than any other. Large numbers of children were reported to have been sent to Texas, Alabama, New York, and Ohio, as well.

Children sent out of Florida and reported by the DOE were primarily sent to Georgia, a contiguous state, Pennsylvania, and Texas. Single placements were also made to Alabama, another border state, Illinois, Kansas, Maryland, New York, and Virginia.

TABLE 10-10. FLORIDA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Alabama		1	28	
Alaska		0	1	
Arizona		0	4	
Arkansas		0	4	
California		0	11	
Colorado		0	4	
Connecticut		0	9	
Delaware		0	2	
Georgia		4	45	
Hawaii		0	1	
Idaho		0	1	
Illinois		1	9	
Indiana		0	14	
Iowa		0	1	
Kansas		1	2	
Kentucky		0	15	
Louisiana		0	13	
Maine		0	3	
Maryland		1	17	
Massachusetts		0	8	
Michigan		0	16	
Minnesota		0	1	
Mississippi		0	4	
Missouri		0	4	
Nebraska		0	2	
Nevada		0	3	
New Hampshire		0	2	
New Jersey		0	12	
New Mexico		0	1	
New York		1	28	
North Carolina		0	14	
North Dakota		0	1	
Ohio		0	21	
Oklahoma		0	3	
Oregon		0	1	

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Pennsylvania		2	13	
Rhode Island		0	2	
South Carolina		0	8	
Tennessee		0	11	
Texas		2	29	
Vermont		0	1	
Virginia		1	18	
Washington		0	3	
West Virginia		0	12	
Wisconsin		0	2	
Placements for Which Destinations Could Not be Reported by State Agencies	All	0	0	All
Total Number of Placements	435	14	404	4

Table 10-11 summarizes the conditions reported by state agencies as descriptive of children placed out of state in 1978. The state child welfare agency described the children as physically handicapped, developmentally disabled, emotionally disturbed, and battered, abandoned, or neglected. It was also reported by these officials that adopted and foster children left Florida. The Department of Education reported that children with physical or emotional impairments were sent out of state. The DHRS juvenile justice office reported that juvenile delinquents were placed out of state. The Divisions of Mental Health and Mental Retardation reported emotionally disturbed and delinquent children were placed out of Florida.

TABLE 10-11. FLORIDA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	X	X	0	0
Mentally Handicapped	0	0	0	0
Developmentally Disabled	X	0	0	0
Unruly/ Disruptive	0	0	0	0
Truants	0	0	0	0

TABLE 10-11. (Continued)

Types of Conditions	Agency Type[a] Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Juvenile Delinquents	0	0	X	X
Emotionally Disturbed	X	X	0	X
Pregnant	0	0	0	0
Drug/ Alcohol Problems	0	0	0	0
Battered, Abandoned, or Neglected	X	0	0	0
Adopted Children	X	0	0	0
Foster Children	X	0	0	0
Other	0	0	0	0

a. X indicates conditions reported.

A question about the type of setting most frequently receiving children placed out of state was asked of state agencies. The state education and mental health officials reported most frequently sending children to residential treatment settings or child care institutions. The DHRS child welfare and juvenile justice offices said that children placed out of Florida most frequently went to stay with relatives.

Table 10-12 provides information on the expenditures incurred by Florida state agencies for out-of-state placements in 1978. DHRS offices in the child welfare and mental health/mental retardation service areas were not able to provide this information. The juvenile justice respondent reported that no public expenditures were made. The Department of Education reported approximately $40,000 of state funds was spent for out-of-state placements in that year.

TABLE 10-12. FLORIDA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
• State	*	$39,873.80 est	0	*
• Federal	*	0	0	*
• Local	—	0	0	—
• Other	*	0	0	*
Total Reported Expenditures	*	$39,873.80	0	*

* denotes Not Available.
-- denotes Not Applicable.

E. State Agencies' Knowledge of Out-of-State Placements

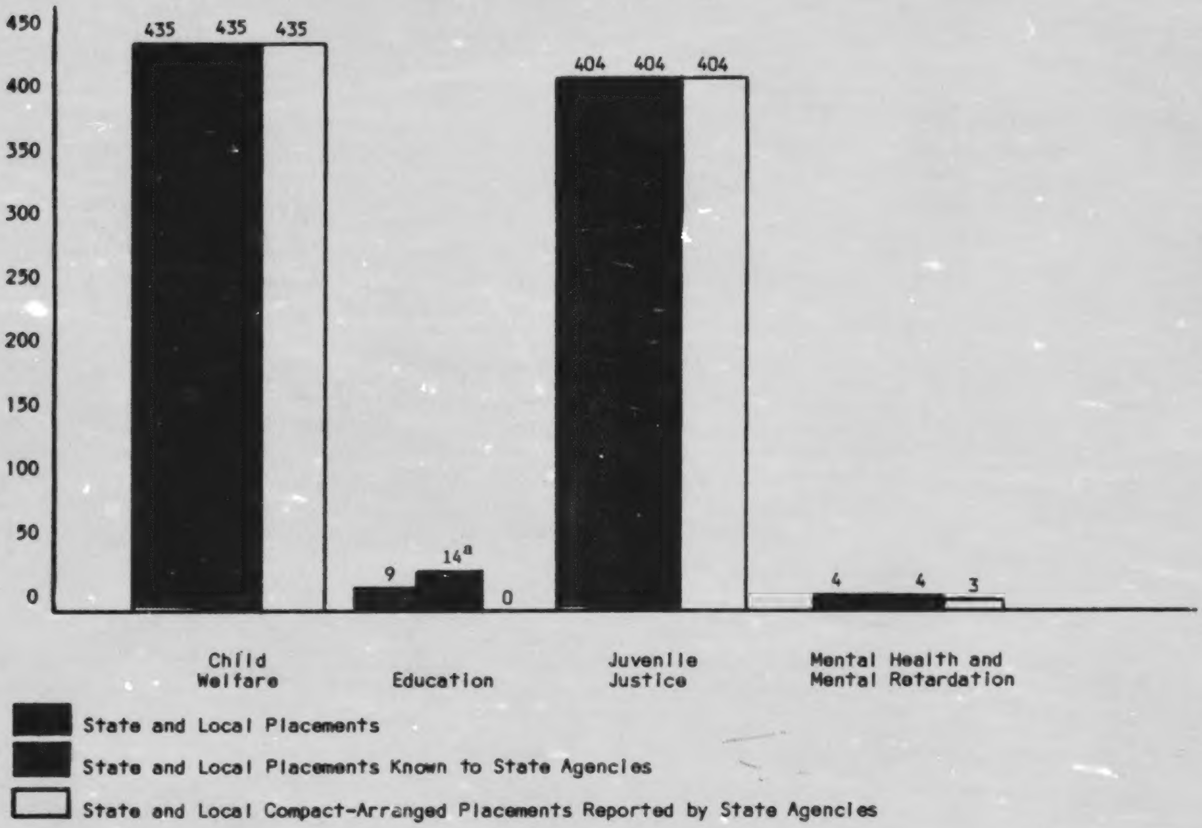
Services for children are primarily operated by state government in Florida, and Table 10-13 reflects these agencies' overall knowledge of out-of-srate placement activity within the state. Two points about this information should be clarified. The state education agency actually reported more children to have been placed out of Florida by local school districts in 1978 than the local agency survey identified. As noted in the discussion of Table 10-9, this may be due to the state's involvement in the continued funding of placements which occurred prior to 1978. A second aspect of state agency placement knowledge to be clarified is the means by which the mental health and mental retardation agency placements were reported. As stated in Tabel 10-1, a telephone survey was conducted by the Academy staff with all MH/MR regional offices and public facilities in order to accurately accumulate the 1978 incidence of placement. State records were not kept in a manner which made this information available from a single state source.

TABLE 10-13. FLORIDA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State and Local Agency Placements	435	9	404	4
Placements Known to State Agencies	435	14	404	4
Percentage of Placements Known to State Agencies	100	100[a]	100	100

a. The state education agency attributed more out-of-state placements to local school districts than were identified by the local survey.

FIGURE 10-2. FLORIDA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED AND BY STATE AGENCIES, BY AGENCY TYPE



a. The state education agency attributed more out-of-state placements to local school districts than were identified by the local survey.

Figure 10-2 illustrates Florida state agencies' knowledge of out-of-state placement activity and, equally as important, their knowledge of interstate compact use. Again it should be noted that the compact offices within the child welfare and the juvenile justice agencies (both DHRS offices) reported incidence of placement as well as the number of childen placed with the use of an interstate compact. The overrepresentation of local school districts' 1978 placement activity by the state education agency is seen in this illustration and the 75 percent compact utilization reported by all the state mental health and mental retardation offices and public facilities is also included.

V. CONCLUDING REMARKS

Upon review of the information obtained from the survey of Florida state and local public agencies, several conclusions can be made about their involvement in the out-of-state placement of children. Certainly, a primary finding is DHRS' ability to report comprehensive information about the large number of out-of-state placements. For instance, the state juvenile justice office could report the destinations of all 404 children that were placed out of state through the Interstate Compact on Juveniles. Additional conclusions that have emerged about the out-of-state placement practices follow:

- A high rate of compact utilization exists for all the DHRS service areas.
- Children placed out of state by the DHRS were generally sent to live with relatives and did not involve the expenditure of public funds.
- Local Florida school districts had very little involvement in the practice of arranging out-of-state placements in 1978.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Florida in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, *County and City Data Book, 1977 (A Statistical Abstract Supplement)*, Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in *Statistical Abstract of the United States: 1979 (100th Edition)*, Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. Florida Education Statutes, Section 230.23(4)(m) and 228.051.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN GEORGIA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Linda Murphy, Secretary to the Coordinator of Physical Handicaps, Program for Exceptional Children, Department of Education; Cheryl Dresser, Juvenile Compact Correspondent, Division of Youth Services, Department of Human Resources; Sandra Flamm, Interstate Compact Correspondent, Division of Mental Health and Mental Retardation, Department of Human Resources; Ann Poss, Supervisor, State Adoption Exchange, Division of Family and Children Services, Department of Human Resources; and Mary Cobb, Compact Correspondent, Division of Family and Children Services, Department of Human Resources.

II. METHODOLOGY

Information was systematically gathered about Georgia from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Georgia appears below in Table II-1.

TABLE 11-1. GEORGIA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone interview	Telephone interview	Telephone interview	Telephone interview
	Mailed Survey: DHR officials	Mailed Survey: DOE officials	Mailed Survey: DHR officials	Mailed Survey: DHR officials
Local Agencies[a]	Telephone Survey: All 159 local child welfare agencies[b]	Telephone Survey: All 188 local school districts	Telephone Survey: All 13 local probation offices	Not Applicable (State Offices)

a. The telephone survey of school districts and probation offices was conducted by the Ohio Management and Research Group under a subcontract to the Academy.

b. It should be pointed out that the aegis of government responsible for local child welfare services in Georgia is subject to dispute even among officials within the state. The disagreement is linked to the shared participation of state and county government in the funding and administration of these services. See section III, Child Welfare, for a fuller discussion of the organization of child welfare services in Georgia.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Georgia has the 21st largest land area (58,073 square miles) and is the 14th most populated state (4,931,083) in the United States. Atlanta is both the capital and most populated city in the state. Georgia has 41 cities with populations over 10,000 and nine cities with populations over 30,000. It has 158 counties and one city-county consolidation, Columbus-Muscogee. The estimated 1978 population of persons eight to 17 years old was 912,766.

Georgia has seven Standard Metropolitan Statistical Areas (SMSAs). Three of these SMSAs include a portion of three contiguous states: Alabama, South Carolina, and Tennessee. The other contiguous states are Florida and North Carolina.

Georgia was ranked 43rd nationally in total state and local per capita expenditures, 50th in per capita expenditures for education, and 32nd in per capita expenditures for public welfare.[1]

B. Child Welfare

Public assistance and social service programs are supervised by the Division of Family and Children Services within the Department of Human Resources (DHR). Programs are administered in Georgia's 159 counties by local departments of family and children services. Services include adoption, foster care, protective services, day care, homemaker-chore services, family planning, Medicaid, and Aid to Families with Dependent Children.

There is disagreement among Georgia officials as to the aegis of government under which these 159 local human resources offices are operated. There is, in essence, a "hybrid" of state and local government involvement in the funding and administration of services to dependent and neglected children. For the purposes of this study, it was determined that a display of the information collected from the 159 DHR offices would offer the most thorough coverage if presented as local agency information. In this way, the possible implications of county population and location in relation to the incidence of placement would best be provided.

All out-of-state placements made by these agencies are reportedly made through the Interstate Compact on the Placement of Children (ICPC). Georgia has been a member of the compact since 1977.

C. Education

Georgia's Department of Education (DOE) has the major responsibility for supervising the delivery of educational services by the state's 188 public school districts and certain state agencies. The Special Program Division (SPD) within the DOE is directly responsible for supervising special education programs and is involved with the placement of children in other states.

Although the DOE in Georgia assists and funds out-of-state placements, the 188 school districts can arrange and use local funds for placing children out of state without reporting these placements to the DOE. These placements will usually be in various types of special residential schools, military schools, boarding schools, or private psychiatric hospitals. Other local agencies, such as courts, mental health agencies, or child welfare agencies, may be involved with a school district in arranging an out-of-state placement.

D. Juvenile Justice

The Division of Youth Services (DYS) within the Department of Human Resources is responsible for a number of comprehensive programs caring for delinquent youth. The agency operates 15 regional youth development centers providing temporary secure detention for adjudicated delinquents and alleged juvenile offenders. There are a number of Attention Homes, providing nonsecure community-based placement, day centers, group homes, and community treatment centers. Treatment and rehabilitative services are offered by four statewide youth development centers.

Three types of state courts hear juvenile matters in Georgia. In 100 counties, juvenile cases are handled by the superior courts and, because of case load sizes, several of these superior courts have designated the state court in their locale to hear most juvenile matters. In the remaining 59 counties, juvenile courts hear matters related to youth. Five regional offices of DYS supervise court intake, probation, detention, planning, and aftercare through a Court Services Program servicing 146 counties. The remaining 13 large counties have their own juvenile court services staff responsible for these functions.

Many courts, 13 county-administered probation offices, and DYS regional offices reportedly arrange out-of-state placements through the Interstate Compact on Juveniles (ICJ) and the Interstrae Compact on the Placement of Children (ICPC). These placements are paid for by the state. However, some placements involving the courts and the probation offices are not arranged through a compact. Usually these placements involve a Purchase Service Unit within DYS that does not report out-of-state placements to the division mainly because DYS does not require this unit to use the Interstate Compact on Juveniles. The Purchase Service Unit helps fund and arrange out-of-state placements of status offenders, emotionally disturbed children, and children with alcohol and drug problems. Georgia joined the ICJ and ICPC in 1972 and 1977 respectively.

E. Mental Health and Mental Retardation

Mental health treatment services for adolescents and juvenile offenders and alcohol and drug abuse programs are supervised at the state level by the Division of Mental Health and Mental Retardation (DMH/MR), Department of Human Resources. The DMH/MR contracts for local services with 34 private community mental health facilities and operates eight mental health hospitals and two hospitals for the mentally retarded. Georgia is a member of the Interstate Compact on Mental Health, which is used primarily to facilitate public institutional transfers of patients.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The remainder of this profile contains the results from the survey of Georgia state and local public agencies. Accented by tabular displays, the discussions deal specifically with local and state agencies' out-of-state placement practices.

A. The Number of Children Placed in Out-of-State Residential Settings

An overview of the total number of out-of-state placements arranged by Georgia state and local public agencies, by agency type, is given in Table 11-2: a total of 245 children were reported placed out of state in 1978. It should be recognized that the DHR Division of Family and Children Services (DFCS) could only report on the 45 adoptive placements arranged with out-of-state families, which results in underrepresentation of total child welfare placements. The majority of services to youth in Georgia are offered by both levels of government and, therefore, placements reported by either agency level may include cooperative efforts and a partially duplicated count. This may also occur among agency types and will be discussed more fully in Table 11-6. The 14 placements reported to be known to the Division of Youth Services were not attributed to either level of service agency and add to the possibility of the total sum in Table 11-2 being incomplete.

TABLE 11-2. GEORGIA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*[b]	15	*[c]	11	26
Local Agency Placements	143	28	48	--	219
Total	143	43	48	11	245

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 11-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The state child welfare agency, the Division of Family and Children Services, could only report 45 adoption placements which were arranged out of state.

c. The state juvenile justice agency reported having knowledge of 14 out-of-state placements, but did not specify what level of government agency intiated those placements.

All local agencies in Georgia, except for a limited number of school districts, have jurisdiction over a complete county. Table 11-3 displays the number of out-of-state placements reported by local agencies, their county of jurisdiction, and the corresponding estimated 1978 population of persons eight to 17 years old. The county whose local agencies made the largest number of out-of-state placements (33) is Richmond County. Richmond is a border county which is included in an SMSA and contains the highly populated city of Augusta.

Equally as interesting is the frequent incidence of out-of-state placements reported from agencies with jurisdiction in counties with juvenile populations below 10,000 youth. Over 59 percent of the reported child welfare placements were made from these smaller counties, as well as 18 percent of those by education agencies and 8 percent of the juvenile justice placements.

Four agencies in counties with a large youth population (over 20,000 juveniles) were responsible for 68 percent of the reported education placements: Chatham, Cobb, DeKalb, and Fulton (Atlanta) Counties. Chatham and Cobb Counties, along with Bibb, Muscogee, and Richmond Counties, were also responsible for 92 percent of the juvenile justice placements.

TABLE 11-3. GEORGIA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed During 1978		
		Child Welfare	Education	Juvenile Justice
Appling	2,864	0	0	—
Atkinson	1,301	0	0	—
Bacon	1,780	0	0	—
Baker	825	0	0	—
Baldwin	4,781	0	0	—
Banks	1,159	0	0	—
Barrow	3,439	0	0	—
Bartow	6,950	2 est	0	—
Ben Hill	2,426	0	0	—
Berrien	2,273	0	0	—
Bibb	26,091	2	0	5 est
Bleckley	1,815	0	0	—
Brantley	1,521	0	0	—
Brooks	2,905	0	0	—
Bryan	1,658	0	0	—
Bulloch	6,018	0	0	—
Burke	3,853	0	0	—
Butts	2,298	2	0	—
Calhoun	1,353	0	0	—
Camden	2,634	0	1	—
Candler	1,223	0	0	—
Carroll	9,311	0	0	—
Catoosa	5,961	0	0	—
Charlton	1,499	0	0	—
Chatham	33,355	5	1	4 est
Chattahoochee	2,268	0	0	—
Chattooga	4,031	3	0	—
Cherokee	7,369	*	0	—
Clarke	10,061	2	0	—
Clay	633	0	0	—
Clayton	26,195	6 est	0	*
Clinch	1,458	0	0	—
Cobb	45,616	9 est	2	4
Coffee	4,811	1	0	—
Colquitt	6,789	4	0	—
Columbia	6,107	3	0	—
Cook	2,583	0	0	—
Coweta	6,909	1	0	—
Crawford	1,471	0	0	—
Crisp	3,946	2	0	—
Dade	2,138	0	0	—
Dawson	725	0	0	—
Decatur	4,828	0	0	—
De Kalb	82,553	13 est	5	0
Dodge	3,211	0	0	—

TABLE 11-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed During 1978		
		Child Welfare	Education	Juvenile Justice
Dooly	2,131	4	0	—
Dougherty	18,103	0	0	0
Douglas	8,659	2	0	—
Early	2,723	0	0	—
Echols	481	0	0	—
Effingham	3,190	0	0	—
Elbert	3,431	2	0	—
Emanuel	3,706	0	0	—
Evans	1,655	0	0	—
Fannin	2,466	2 est	0	—
Fayette	3,605	0	0	—
Floyd	13,912	2	0	0
Forsyth	4,130	1	0	—
Franklin	2,401	0	0	—
Fulton	95,365	4	11 est	*
Gilmer	1,769	0	0	—
Glascock	492	0	0	—
Glynn	9,203	3	0	4 est
Gordon	5,252	0	0	—
Grady	3,578	5	0	—
Greene	2,056	0	1	—
Gwinnett	22,075	4	0	—
Habersham	3,730	2	0	—
Hall	12,274	0	0	0
Hancock	1,998	0	0	—
Haralson	3,057	0	0	—
Harris	2,305	0	0	—
Hart	3,199	0	0	—
Heard	1,119	0	0	—
Henry	6,044	1	0	—
Houston	15,129	3	4	—
Irwin	1,701	0	0	—
Jackson	4,207	0	0	—
Jasper	1,342	0	0	—
Jeff Davis	1,995	0	0	—
Jefferson	3,545	4	0	—
Jenkins	1,788	0	0	—
Johnson	1,440	0	0	—
Jones	3,010	0	0	—
Lamar	2,107	0	0	—
Lanier	904	0	0	—
Laurens	6,325	1	0	—
Lee	1,743	0	0	—
Liberty	3,414	9	0	—
Lincoln	1,198	0	0	—
Long	783	0	0	—
Lowndes	11,426	0	0	—
Lumpkin	1,610	0	0	—
McDuffie	3,405	0	0	—
McIntosh	1,771	0	1	—

TABLE 11-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed During 1978		
		Child Welfare	Education	Juvenile Justice
Macon	3,089	0	0	—
Madison	2,917	0	0	—
Marion	1,168	0	0	—
Meriwether	4,005	0	0	—
Miller	1,201	1	0	—
Mitchell	4,315	0	0	—
Monroe	2,150	0	0	—
Montgomery	1,047	1	0	—
Morgan	2,209	0	0	—
Murray	3,194	0	1	—
Muscogee	29,291	1	0	1
Newton	6,160	4	0	—
Oconee	1,624	0	0	—
Oglethorpe	1,569	0	0	—
Paulding	4,210	0	0	—
Peach	3,572	0	0	—
Pickens	1,959	0	0	—
Pierce	2,152	0	0	—
Pike	1,635	0	0	—
Polk	5,846	0	0	—
Pulaski	1,421	0	0	—
Putnam	1,767	0	0	—
Quitman	358	0	0	—
Rabun	1,542	0	0	—
Randolph	1,664	1	0	—
Richmond	27,841	3 est	0	30 est
Rockdale	5,498	0	0	—
Schley	636	0	0	—
Screven	2,456	0	0	—
Seminole	1,598	0	0	—
Spalding	8,269	4 est	0	—
Stephens	3,776	0	0	—
Stewart	1,275	0	0	—
Sumter	5,225	*	0	—
Talbot	1,388	0	0	—
Taliaferro	435	0	0	—
Tattnall	2,553	1	0	—
Taylor	1,621	0	0	—
Telfair	2,175	0	0	—
Terrell	2,254	0	0	—
Thomas	7,425	2 est	1	—
Tift	5,854	1 est	0	—
Toombs	4,389	0	0	—
Towns	701	0	0	—
Treutlen	1,133	0	0	—
Troup	8,132	8 est	0	—
Turner	1,687	*	0	—
Twiggs	1,729	0	0	—
Unon	1,362	0	0	—
Upson	4,255	0	0	—

TABLE 11-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed During 1978		
		Child Welfare	Education	Juvenile Justice
Walker	9,651	1	0	--
Walton	5,715	3 est	0	--
Ware	6,732	2 est	0	--
Warren	1,385	0	0	--
Washington	3,420	1	0	--
Wayne	3,754	0	0	--
Webster	492	0	0	--
Wheeler	828	1	0	--
White	1,421	0	0	--
Whitfield	11,300	3 est	0	*
Wilcox	1,183	0	0	--
Wilkes	1,726	0	0	--
Wilkinson	2,098	0	0	--
Worth	3,302	1	0	--
Total Number of Placements Arranged by Local Agencies (Total may include duplicate count)		143	28	48
Total Number of Local Agencies Reporting		157	188	10

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

b. This includes cooperative placements which means that the total is not necessarily unduplicated, particularly if totals across agency types are aggregated. See Table 11-6 for information concerning the extent to which cooperative placements are arranged.

B. The Out-of-State Placement Practices of Local Agencies

Table 11-4 reflects information about the participation of Georgia's local agencies in the survey and their involvement in out-of-state placement practices. In total, five local agencies did not participate in the survey. Nearly 31 percent of the 157 participating child welfare agencies reported being involved in out-of-state placements in 1978. One child welfare agency was to able to report the number of placements it was involved in. In comparison, only six percent of the 188 local school districts reported out-of-state placements. However, the largest percentage (60 percent) of local agencies involved in out-of-state placements were the participating juvenile justice agencies. This is also the service type with the largest percentage of agencies which did not participate in the survey.

TABLE 11-4. GEORGIA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Child Welfare	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	48	12	6
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	1	0	0
Agencies Which Did Not Place Out of State	108	176	4
Agencies Which Did Not Participate in the Survey	2	0	3
Total Local Agencies	159	188	13

Those agencies which did not arrange any out-of-state placements in 1978 were asked to report their reasons for not becoming involved in this practice. Table 11-5 shows the most common reason given by all reporting local agencies was that sufficient services were available in Georgia and, therefore, no need to place out-of-state arose in 1978 (response to the "Other" category specified this latter fact). It is interesting to note that a few school districts reported that they lacked statutory authority to place out-of-state or were restricted in some other manner.

TABLE 11-5. GEORGIA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s) Child Welfare	Education	Juvenile Justice
Lacked Statutory Authority	0	3	0
Restricted[b]	0	1	0
Lacked Funds	2	4	0
Sufficient Services Available in State	59	164	3
Other[c]	81	69	3
Number of Agencies Reporting No Out-of-State Placements	108	176	4
Total Number of Agencies Represented in Survey	157	188	10

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive to family visitations because of distance.

Georgia's local agencies cooperate quite regularly in the arrangement of out-of-state placements, according to the information displayed in Table 11-6. This cooperative effort is particularly prevalent among local child welfare agencies, where 77 percent of the placing agencies reported interagency cooperation for 76 percent of the placements that were made. Two-thirds of the local school districts which placed children out of state reported cooperating with other agencies in making 46 percent of their placements and one-half of the placing court services units cooperated in arranging 38 percent of their out-of-state placements.

Further examination of the interagency cooperation reported by local agencies finds that typically state agencies were selected to assist with arranging out-of-state placements. Among local child welfare and juvenile justice agencies, they cooperated with DCFS and DYS for purposes of interstate compact compliance. School districts generally reported working with the SDE to arrange out-of-state placements; however, few districts cooperated with courts and the DMH/MR. Consequently, these findings suggest vertical linkages for interagency cooperation and that those out-of-state placements reported by Georgia local agencies do not imply a significant level of duplicative counting.

TABLE 11-6. GEORGIA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Juvenile Justice	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	48	31	12	6	6	60
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	37	77	8	67	3	50
Number of CHILDREN Placed Out of State	143	100	28	100	48	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	109	76	13	46	18	38

a. See Table 11-4.

Comparable information was collected from local Georgia agencies concerning the types of children who were placed out of state. Table 11-7 reports the conditions and statuses ascribed to the children who were placed outside of Georgia in 1978. It can be seen that local child welfare agencies were primarily involved in the placement of battered, abandoned, or neglected children in 1978. Almost 53 percent of the responses by these agencies described children placed out of state as battered, abandoned, or neglected. Another 21 percent of these agencies' responses were "Other" conditions which were specified as "courtesy placements." Adopted children were mentioned next most frequently, and the remaining responses included unruly/disruptive, mentally ill/emotionally disturbed, pregnancy, mentally retarded or developmentally disabled, truant, and juvenile delinquent youth.

Local education agencies generally reported placing children with special education needs, multiple handicaps, and mental illness or emotional disturbance. Physically handicapped, mentally retarded or developmentally disabled, and unruly/disruptive children were also mentioned as conditions descriptive of the children placed out of state by school districts.

Juvenile justice agencies also reflect a range in the types of children they reported to have placed out of state. Five of the 19 responses described the children as unruly/disruptive. Only three local juvenile justice responses indicated placing delinquent youth in out-of-state residential care. Other conditions reported as descriptive of children placed out of state by these agencies reflect a wide variety of handicapping characteristics, including mental retardation or developmental disabilities, mental illness/emotional disturbance, pregnancy, drug/alcohol problems, and special education needs.

TABLE 11-7. GEORGIA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

	Number of AGENCIES Reporting		
Types of Conditions[a]	Child Welfare	Education	Juvenile Justice
Physically Handicapped	0	4	0
Mentally Retarded or Developmentally Disabled	1	3	1
Unruly/Disruptive	4	3	5

TABLE 11-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Truant	1	0	1
Juvenile Delinquent	1	1	3
Mentally Ill/Emotionally Disturbed	3	6	2
Pregnant	2	0	1
Drug/Alcohol Problems	0	0	1
Battered, Abandoned, or Neglected	36	0	3
Adopted	6	0	0
Special Education Needs	0	8	2
Multiple Handicaps	0	7	0
Other[b]	14	0	0
Number of Agencies Reporting	49[c]	12	6

a. Some agencies reported more than one type of condition.

b. This category included "courtesy placements."

c. The one agency that could not report the number of out-of-state placements it arranged responded to this question.

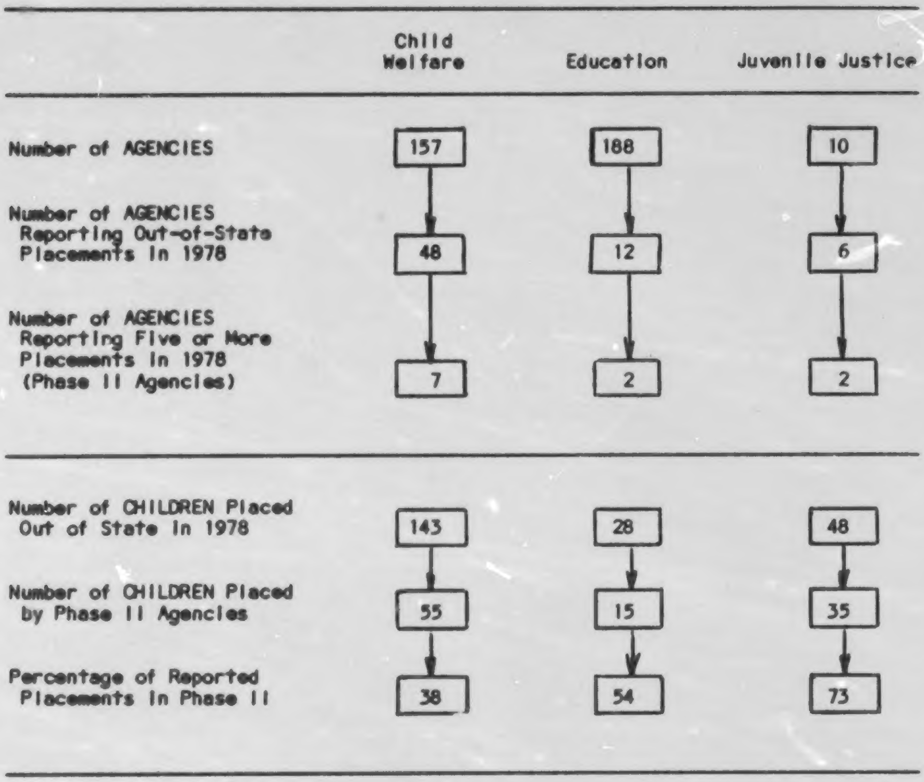
C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Georgia's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Georgia agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 11-1. Consideration of the information portrayed about Georgia's local child welfare agencies reveals that only seven (15 percent) of the 48 agencies which arranged out-of-state placements in 1978 were Phase II agencies. Similarly, these local Phase II agencies reported placing 38 percent of the 143 children sent out of Georgia in 1978 by child welfare agenices.

Nearly 17 percent, or two school districts, of the 12 education agencies reporting 1978 placements were Phase II agencies. This relatively small number of local agencies placed 15 of the 28 children reported, equaling 54 percent of all the education placements. In contrast to both child welfare and education agencies, 33 percent of the local juvenile justice agencies which reported making out-of-state placements were Phase II agencies. These Phase II agencies placed almost 73 percent of the 48 children reported to be sent out of Georgia in 1978 by juvenile justice agencies. Therefore, the detailed information to be reported on the practices of the juvenile justice Phase II agencies can be viewed as descriptive of the vast majority of this agency type's out-of-state placements.

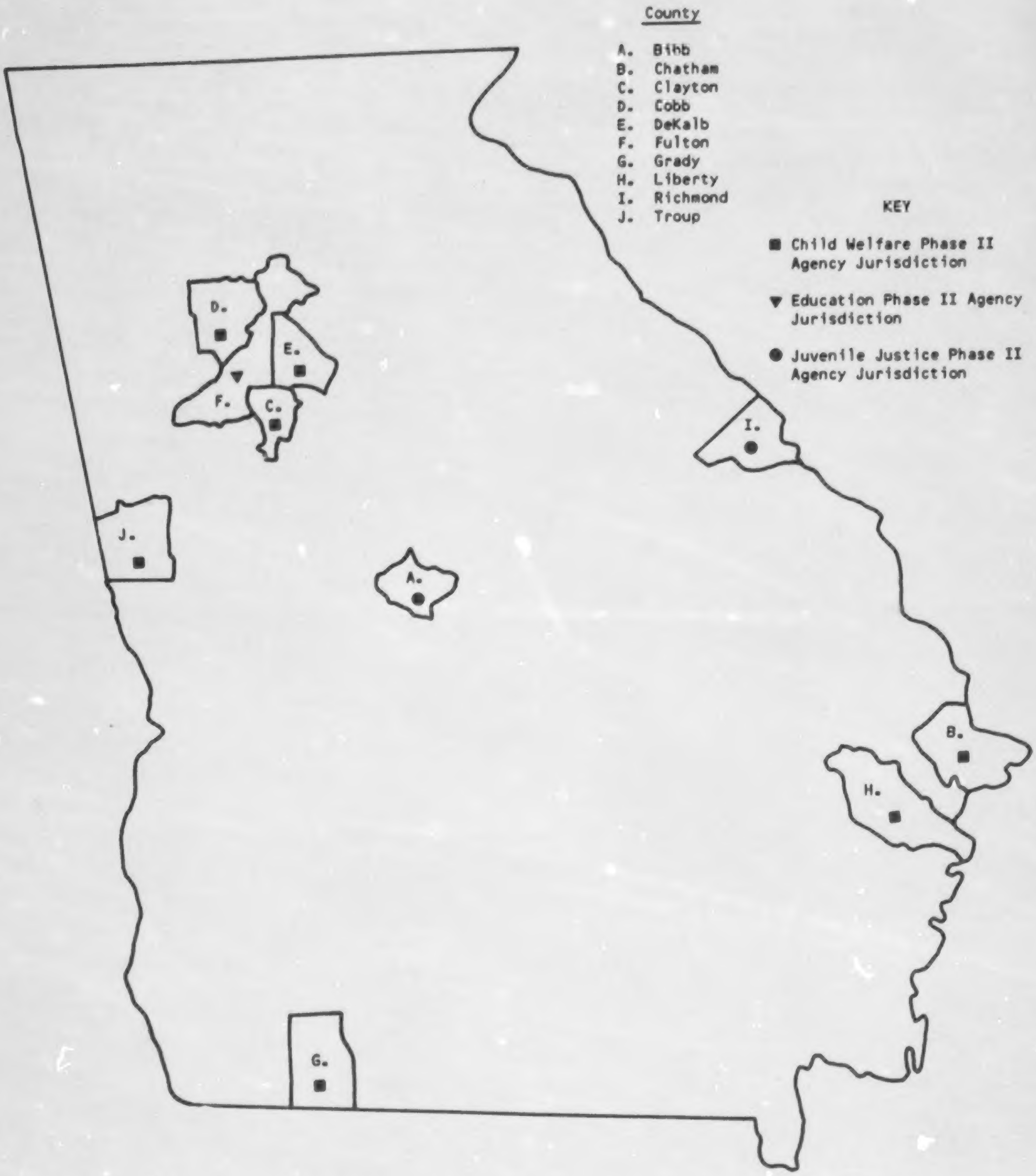
FIGURE 11-1. GEORGIA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE



	Child Welfare	Education	Juvenile Justice
Number of AGENCIES	157	188	10
Number of AGENCIES Reporting Out-of-State Placements in 1978	48	12	6
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	7	2	2
Number of CHILDREN Placed Out of State in 1978	143	28	48
Number of CHILDREN Placed by Phase II Agencies	55	15	35
Percentage of Reported Placements in Phase II	38	54	73

Figure 11-2 illustrates the location, by county, of the Georgia local Phase II agencies. Seven of the ten counties shown are located within SMSAs: Bibb, Chatham, Clayton, Cobb, De Kalb, Fulton, and Richmond Counties. The Atlanta SMSA, in particular, includes four counties which are served by Phase II child welfare or education agencies: Clayton, Cobb, De Kalb, and Fulton (Atlanta) counties.

FIGURE 11-2. GEORGIA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES


County
A. Bibb
B. Chatham
C. Clayton
D. Cobb
E. DeKalb
F. Fulton
G. Grady
H. Liberty
I. Richmond
J. Troup
KEY
■ Child Welfare Phase II Agency Jurisdiction
▼ Education Phase II Agency Jurisdiction
● Juvenile Justice Phase II Agency Jurisdiction
D.
E.
F.
C.
I.
J.
A.
B.
H.
G.

The seven local child welfare agencies, two school districts, and two juvenile justice agencies which are Phase II agencies were asked to report the destinations of these placements. This information is displayed in Table 11-8. Not all destinations were available, with 14 placements arranged by child welfare agencies comprising the greatest portion of the unavailable information.

Local Phase II child welfare agencies reported placing children in 13 states, four of which are contiguous states. About 39 percent of the children reported on by these agencies were sent to placements in contiguous states: Alabama, North Carolina, South Carolina, and Florida (see Figure 11-3). More distant placements were made to California, Illinois, Iowa, Missouri, New York, and Texas.

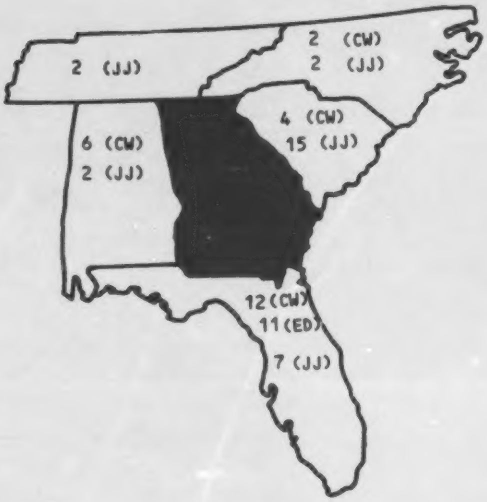
Florida was the predominant receiving state for Georgia's local education placements. Pennsylvania, Texas, and Wisconsin also received a child placed by local school districts. Local juvenile justice agencies reported sending almost one-half of their placements to South Carolina. Florida was also a receiver of juvenile justice placements. In addition, one child was reported to be placed in Hawaii by a juvenile justice agency.

It is important to note that of the 88 children for whom placement destinations were reported, 72 percent were placed into states on Georgia's borders, as displayed in Figure 11-3.

TABLE 11-8. GEORGIA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Alabama	6		2
California	3		
Florida	12	11	7
Hawaii			1
Illinois	1		
Iowa	2		
Kentucky	1		
Maryland	2		
Mississippi	1		1
Missouri	3		1
New York	1		2
North Carolina	2		2
Pennsylvania		1	
South Carolina	4		15
Tennessee			2
Texas	3	1	
Wisconsin		1	
Placements for Which Destinations Could Not be Reported by Phase II Agencies	14	1	2
Total Number of Phase II Agencies	7	2	2
Total Number of Children Placed by Phase II Agencies	55	15	35

FIGURE 11-3. GEORGIA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO GEORGIA BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II child welfare agencies reported destinations for 41 children. Local Phase II education agencies reported destinations for 14 children. Local Phase II juvenile justice agencies reported destinations for 33 children.

Local Georgia Phase II agencies were asked the reasons they had for placing children outside of Georgia. As seen in Table 11-9, a variety of reasons were mentioned. The seven responding child welfare agencies most often mentioned that such placements occurred in order to have the child live with a relative. Both responding juvenile justice agencies gave this response as well. However, the child welfare agencies also reported a number of other reasons, including that the out-of-state placements were alternatives to public institutionalization, previous success had been experienced with the receiving facility, Georgia lacked comparable services, and the children failed to adapt to in-state facilities. It is interesting to note that one agency indicated that the selected placement was closer to the child's home than an appropriate in-state program.

Two education agencies selected a number of reasons for placing out of state, most of which indicated a lack of comparable services in Georgia.

TABLE 11-9. GEORGIA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	1	0	0
Previous Success with Receiving Facility	2	1	1
Sending State Lacked Comparable Services	2	1	0
Standard Procedure to Place Certain Children Out of State	0	0	0
Children Failed to Adapt to In-State Facilities	2	1	0
Alternative to In-State Public Institutionalization	3	1	0
To Live with Relatives (Non-Parental)	6	0	2
Other	3	1	1
Number of Phase II Agencies Reporting	7	2	2

a. Some agencies reported more than one reason for placement.

In light of the information given in the previous table, the responses of Phase II agencies to a question on the type of out-of-state placement setting most frequently used becomes very interesting. Table 11-10 strongly parallels the response in Table 11-9. Relatives' homes were most frequently reported by the local Phase II child welfare agencies and juvenile justice agencies. The two local school districts both stated that a residential treatment setting or child care facility was most often used by them.

TABLE 11-10. GEORGIA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Residential Treatment/ Child Care Facility	0	2	0
Psychiatric Hospital	0	0	0
Boarding/Military School	0	0	0
Foster Home	0	0	0
Group Home	1	0	0
Relative's Home (Non-Parental)	6	0	2
Adoptive Home	0	0	0
Other	0	0	0
Number of Phase II Agencies Reporting	7	2	2

Monitoring practices for out-of-state placements was another issue addressed to the local Phase II agencies. Table 11-11 shows that the majority of the local child welfare agencies, school districts, and juvenile justice agencies request written progress reports on a quarterly basis. In addition, the local school districts conducted on-site visits annually, although they were not required to by law or an administrative policy. It is of interest to note that child welfare agencies also commonly used phone calls as a monitoring practice, and two agencies reported that they conducted quarterly or annual on-site visits.

TABLE 11-11. GEORGIA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]		
		Child Welfare	Education	Juvenile Justice
Written Progress Reports	Quarterly	5	2	1
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	2	0	0
On-Site Visits	Quarterly	1	0	0
	Semiannually	0	0	0
	Annually	1	2	0
	Other[b]	0	0	1
Telephone Calls	Quarterly	0	1	0
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	4	0	0

TABLE 11-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]		
		Child Welfare	Education	Juvenile Justice
Other	Quarterly	0	0	0
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	2	0	0
Total Number of Phase II Agencies Reporting		7	2	2

a. Some agencies reported more than one method of monitoring.

b. Includes monitoring practices which did not occur at regular intervals.

The Georgia local Phase II agencies were also asked to report their total expenditures for the placements arranged in 1978. Only three child welfare agencies were able to respond to this question and they reported $17,480, in total, having been spent. The two school districts which placed more than four children reported expenditures totaling $110,000. The juvenile justice agencies were not able to respond to the information request.

D. Use of Interstate Compacts by State and Local Agencies

Statewide findings about the utilization of interstate compacts by those local agencies which arranged out-of-state placements in 1978 are given in Table 11-12. The information included in Table 11-12 allows for an examination of possible differences in compact utilization among agencies which arranged less than five out-of-state placements and those which reported greater numbers of such placements, by type of agency. In addition, the table indicates the specific type of compact which was used by those agencies which placed more than four children out of state.

Review of Table 11-12 also reveals that, as a group, local child welfare agencies in Georgia utilized compacts for arranging out-of-state placements to a greater extent than any other type of agency. Only seven of the 48 local child welfare agencies which placed children in other states did not use a compact in 1978. All of those seven agencies arranged four or less placements. In contrast, 11 of the 12 school districts which arranged out-of-state placements did not use a compact. Moreover, one-half of the local juvenile justice agencies reported arranging all out-of-state placements without the use of an interstate compact.

TABLE 11-12. GEORGIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	41	10	4
• Number Using Compacts	33	1	2
• Number Not Using Compacts	7	9	2
• Number with Compact Use Unknown	1	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	7	2	2
• Number Using Compacts	7	0	1
Interstate Compact on the Placement of Children			
Yes	6	0	0
No	1	2	2
Don't Know	0	0	0
Interstate Compact on Juveniles			
Yes	1	0	1
No	6	2	1
Don't Know	0	0	0
Interstate Compact on Mental Health			
Yes	0	0	0
No	7	2	2
Don't Know	0	0	0
• Number Not Using Compacts	0	2	1
• Number with Compact Use Unknown	0	0	0
TOTALS			
Number of AGENCIES Placing Children Out of State	48	12	6
Number of AGENCIES Using Compacts	40	1	3
Number of AGENCIES Not Using Compacts	7	11	3
Number of AGENCIES with Compact Use Unknown	1	0	0

A more complete understanding of the utilization of interstate compacts by local agenices is established through a consideration of Table 11-13. Table 11-13 displays statewide findings related to the number of children who were or were not placed out of state through an interstate compact. Overall, 78 children were placed in out-of-state residential care without the use of a compact. As might be anticipated from the previous discussion, the majority of those children were placed out of state by local school districts and juvenile justice agencies. Table 11-13 also shows that among agencies arranging more than four out-of-state placements, 44 children were placed out of state through the ICPC and 11 children were placed through the ICJ.

TABLE 11-13. GEORGIA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN		
	Child Welfare	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	88	13	13
• Number Placed with Compact Use	33	1	2
• Number Placed without Compact Use	11	12	5
• Number Placed with Compact Use Unknown[a]	44	0	6
CHILDREN PLACED BY PHASE II AGENCIES	55	15	35
• Number Placed with Compact Use	50	0	5
Number through Interstate Compact on the Placement of Children	44	0	0
Number through Interstate Compact on Juveniles	6	0	5
Number through Interstate Compact on Mental Health	0	0	0
• Number Placed without Compact Use	5	15	30
• Number Placed with Compact Use Unknown	0	0	0

TABLE 11-13. (Continued)

Children Placed Out of State	Number of CHILDREN		
	Child Welfare	Education	Juvenile Justice
TOTALS			
Number of CHILDREN Placed Out of State	143	28	48
Number of CHILDREN Placed with Compact Use	83	1	7
Number of CHILDREN Placed without Compact Use	16	27	35
Number of CHILDREN Placed with Compact Use Unknown	44	0	6

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placements. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

A graphic summarization of the findings about compact utilization is illustrated in Figures 11-4, 11-5, and 11-6. Each figure illustrates the proportion of placements which were noncompact arranged, compact arranged, and those for which compact use was undetermined by local child welfare, education, and juvenile justice agencies.

FIGURE 11-4. GEORGIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

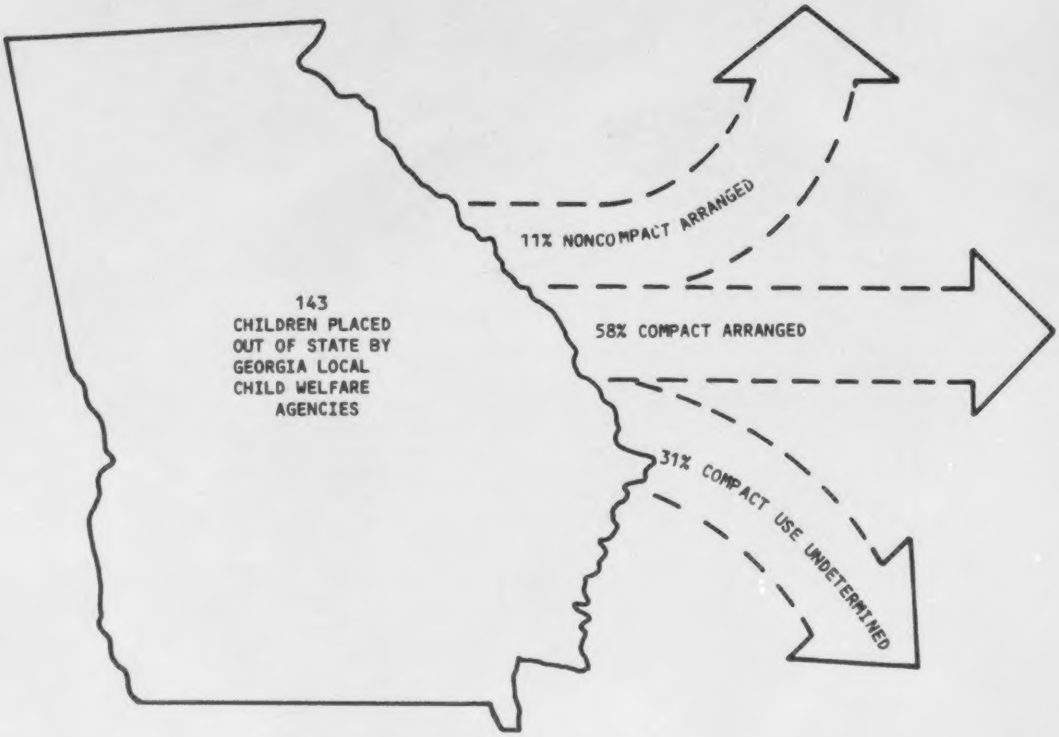


FIGURE 11-5. GEORGIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

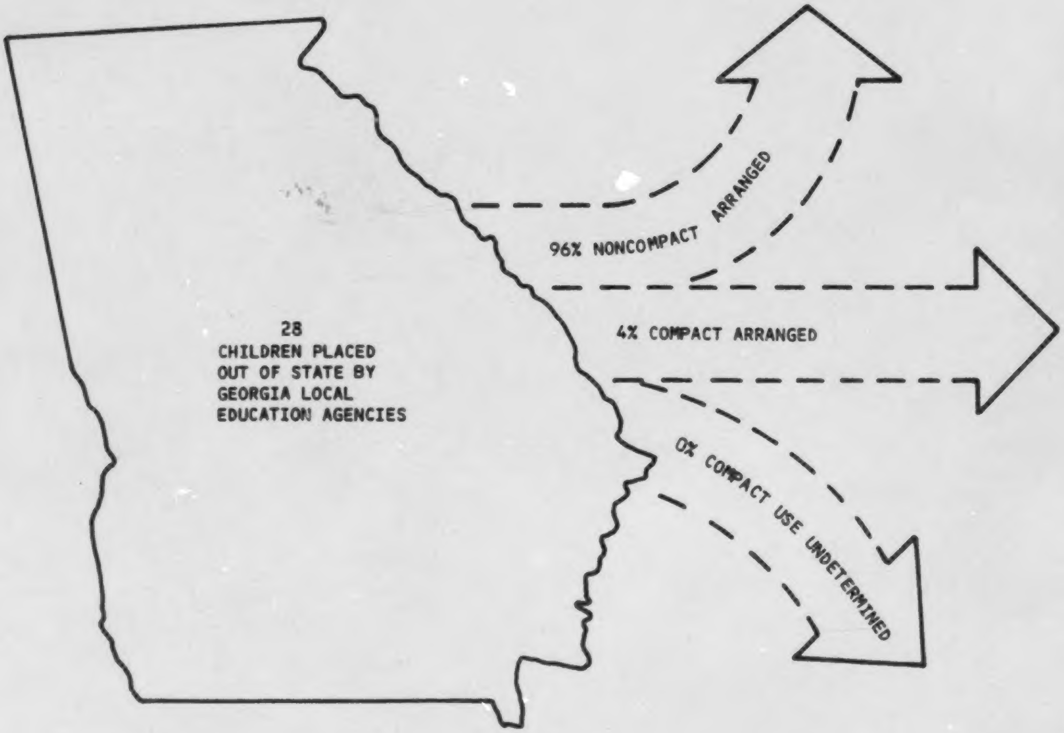


FIGURE 11-6. GEORGIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

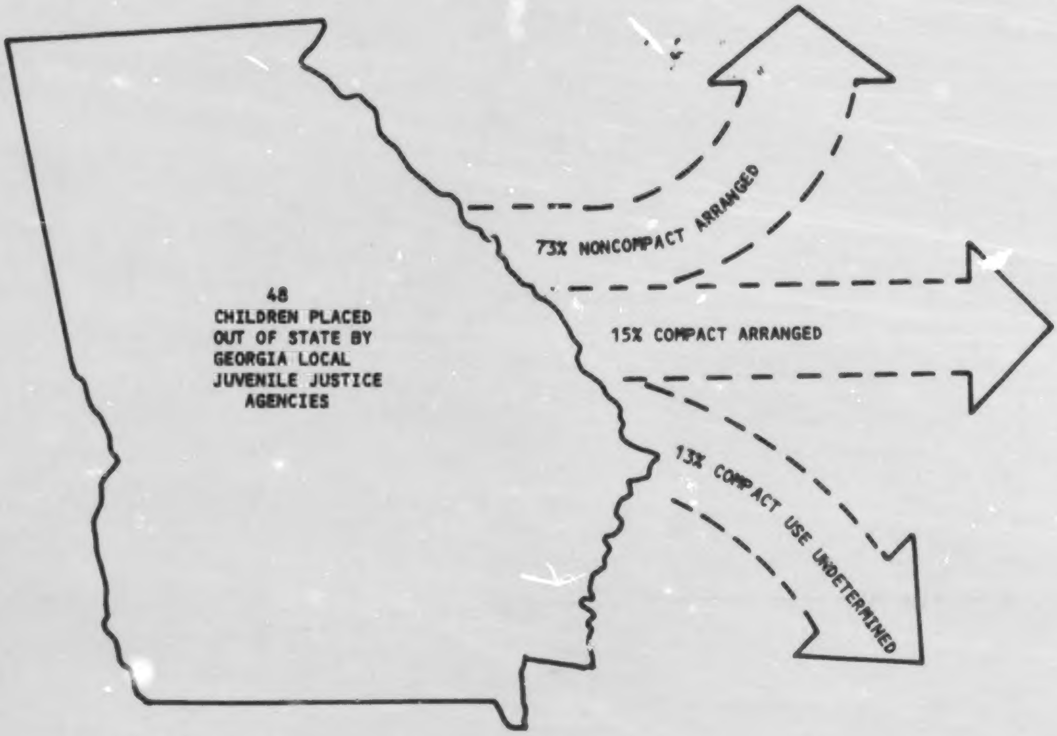


Table 11-14 provides a summary of compact utilization by state and local agencies as reported by state agencies. The lack of complete compact information from child welfare and juvenile justice agencies at either the state or local level is evident in this table. The state education agency reported that three placements were compact processed while the state mental health and mental retardation agency reported no compact use in 1978.

TABLE 11-14. GEORGIA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*	43	*	11
Total Number of Compact-Arranged Placements Reported by State Agencies	*	3	14	0
Percentage of Compact-Arranged Placements	*	7	*	0

* denotes Not Available.

E. The Out-of-State Placement Practices of State Agencies

More detailed information relating to Georgia state agency involvement in the out-of-state placement of children is displayed in Table 11-15. The ability of these agencies to report about their own as well as local agency practices varies. The DHR's Division of Family and Children Services (DFCS) only reported that there were 45 out-of-state adoptions and no court-ordered placements involving the agency. In comparison the state Department of Education, the Division of Youth Services, and the Division of Mental Health and Mental Retardation were able to provide complete information on their involvement in arranging out-of-state placements. There is a discrepancy, however, between the number of placements reported by the DOE to have been made by local school districts with state funding and what was determined in the local survey. The DOE attributed twice as many out-of-state placements to school disricts than the total number actually reported by the agencies themselves. This may be explained by the fact that the DOE reported placements it continued to pay for in 1978, although they were arranged in a previous year. It should also be noted that DYS reported no knowledge of local juvenile justice agency placments. However, the survey of the 13 county-administered juvenile probation agenices found that a total of 48 out-of-state placements were arranged for children in 1978.

TABLE 11-15. GEORGIA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	*	15	0	11
Locally Arranged but State Funded	*	60	0	--
Court Ordered, but State Arranged and Funded	0	0	0	0
Subtotal: Placements Involving State Funding	*	75	0	11
Locally Arranged and Funded, and Reported to State	*	0	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	3	0
Other	*	0	11	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	*[b]	75	14	11

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

b. The state child welfare agency, the DHS's Division of Family and Children Services, could only report 45 adoption placements which were arranged out of state.

Although DFCS could only report adoption placements, the destinations of these placements were known by the state officials. These destinations, along with DMH/MR placements' destinations, are recorded in Table 11-16. The Department of Education and DYS were not able to provide the requested information on the destinations of the children placed out of state in 1978.

Over one-fourth of the children sent by DFCS for adoption out of state were sent to families in Utah. Minnesota and neighboring Tennessee received the next largest number of adoption placements, five each, from the Georgia state agency. Arizona, Pennsylvania, and Texas each received three children for adoption placements. Twelve other states in the country received one or two Georgia children into adoptive homes.

The border state of Florida received more than one-half of the DMH/MR-arranged placements. Neighboring Tennessee received three children from this agency. A much longer distance was traveled by the two children placed in Oregon.

TABLE 11-16. GEORGIA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Alabama	1			0
Alaska	1			0
Arizona	3			0
Florida	0			6
Indiana	2			0
Kansas	1			0
Michigan	1			0
Minnesota	5			0
Missouri	1			0
Nebraska	1			0
New York	2			0
North Carolina	1			0
Ohio	1			0
Oregon	1			2
Pennsylvania	3			0
Tennessee	5			3
Texas	3			0
Utah	12			0
Washington	1			0
Placements for Which Destinations Could Not be Reported by State Agencies	0	All	All	0
Total Number of Placements	45[a]	75	14	11

[a] This figure represents adoptive placements only.

Table 11-17 provides information on the types of conditions of children placed out of state with the knowledge or involvement of Georgia state agencies. Because of the partial information provided by DFCS, only adopted children were mentioned bv that agency. The DOE reported placing physically and emotionally handicapped children and the DMH/MR only reported making out-of-state placements for emotionally disturbed children. The state juvenile justice agency, unlike its local counterparts, only reported placing children which are described within the traditional service arena for this agency type: juvenile delinquents, unruly/disruptive, and truant youth.

TABLE 11-17. GEORGIA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	0	X	0	0
Mentally Handicapped	0	0	0	0
Developmentally Disabled	0	0	0	0
Unruly/ Disruptive	0	0	X	0
Truants	0	0	X	0
Juvenile Delinquents	0	0	X	0
Emotionally Disturbed	0	X	0	X
Pregnant	0	0	0	0
Drug/ Alcohol Problems	0	0	0	0
Battered, Abandoned, or Neglected	0	0	0	0
Adopted Children	X	0	0	0
Foster Children	0	0	0	0
Other	0	0	0	0

a. X indicates conditions reported.

A final question was asked of the state agencies about the public expenditures used for out-of-state placements in 1978. Table 11-18 displays this information by agency type, and indicates that only the Department of Education and DMH/MR were able to report their total expenditures for such placements. The DOE reported that $304,000 was expended for out-of-state placements in 1978. In contrast, the DMR/MH expended $425,000 for the 11 children the agency placed out of state in 1978.

TABLE 11-18. GEORGIA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
• State	*	$204,000	*	$425,000 est
• Federal	*	0	*	0
• Local	*	$100,000	*	0
• Other	*	0	*	0
Total Reported Expenditures	*	$304,000	*	$425,000

* denotes Not Available.

F. State Agencies' Knowledge of Out-of-State Placements

Services for children are operated by both state and local government in Georgia, and Table 11-19 reflects the state agencies' overall knowledge of out-of-state activity within the state. The large amount of unavailable information in this table reflects a number of reporting problems. Because the state child welfare agency was only able to specifically report upon 45 out-of-state adoptive placements made in 1978, the extent of state agency knowledge about local agencies' complete placement activity is unknown. Similarly, the state juvenile justice agency did not distinguish among levels of government in reporting 14 children placed out of state (see Table 11-15) and, therefore, it could not be determined how many of the 48 locally reported placements were known to the state agency.

In sharp contrast, the state education agency reported that local school districts were involved in far more out-of-state placements than the local survey identified to have occurred in 1978. This may be due to the state reporting placements it continued to provide funds for in that year, although the children had been placed out of Georgia prior to 1978. The Georgia state agency responsible for mental health and mental retardation reported fully on its own out-of-state placement activity.

TABLE 11-19. GEORGIA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*[a]	43	*[b]	11
Total Number of Placements Known to State Agencies	*[c]	75	14	11
Percentage of Placements Known to State Agencies	*	100[d]	*	100

* denotes Not Available.

a. Complete out-of-state placement information was only available from local child welfare agencies which, in total, reported making 143 placements in 1978.

b. The local juvenile justice agencies reported being involved in the placement of 48 children in 1978, but the state agency did not distinguish the level of government involved in its reported placements.

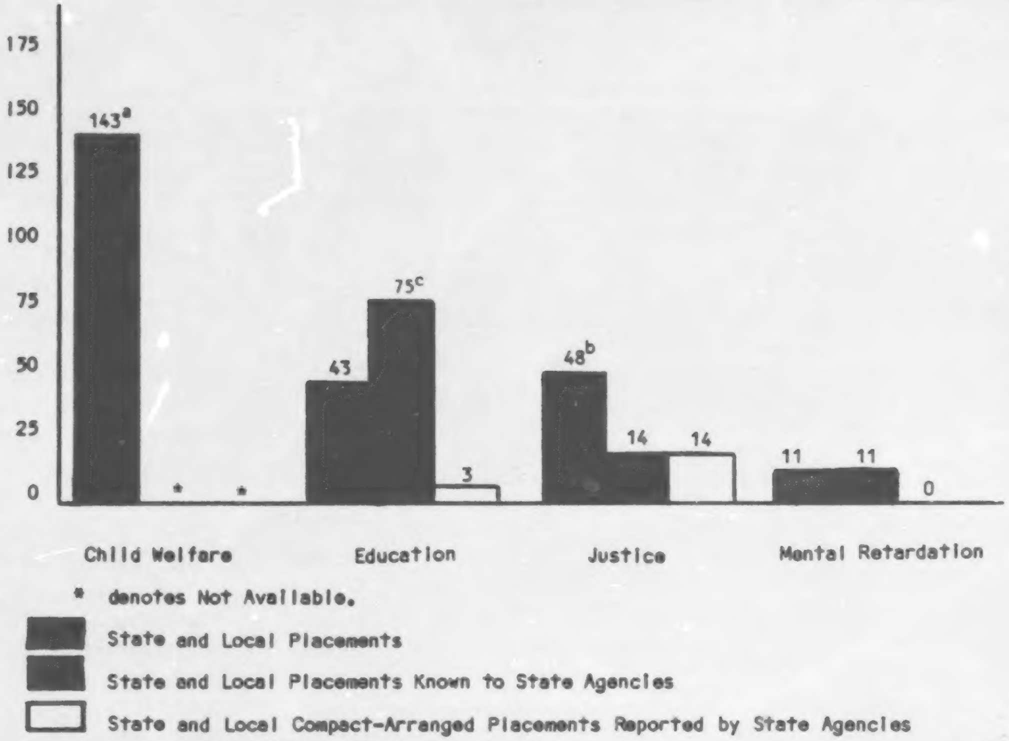
c. The state child welfare agency could only report 45 adoption placements which were arranged out of state.

d. The state education agency attributed more out-of-state placements to local Georgia school districts than were identified in the local survey.

Because state agencies are responsible for interstate compact administration, Figure 11-7 becomes an important illustration of state agencies' knowledge of out-of-state placement activity in Georgia as well as their knowledge of interstate compact use. Again, the missing information from the state child welfare and juvenile justice agencies hinders a full review of these issues. The state juvenile justice agency did report that all the out-of-state placements it had knowledge of were processed through a compact, while this information was not available from the child welfare agency.

The discrepancy in out-of-state placement incidence reported by the state education agency and the local school districts is clearly illustrated in this figure. What is not as apparent is the difference of the three state-reported placements which were arranged with compact use and the local report of no more than one child who may have been placed with the use of an interstate agreement (see Table 11-13). Finally, no children were reported to be placed out of Georgia in 1978 by the state mental health and mental retardation agency with the use of a compact.

FIGURE 11-7. GEORGIA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. The state child welfare agency could not report the number of out-of-state placements involving the state agency.

b. The number of placements involving only the state juvenile justice agency was not available.

c. The state education agency attributed more out-of-state placements to local Georgia school districts than were identified in the local survey.

V. CONCLUDING REMARKS

Upon review of the survey findings from Georgia state and local public agencies, several conclusions can be drawn about the state's out-of-state placement practices. A primary finding is that DFCS did not report comprehensive information about involvement in the practice. Only out-of-state adoptions were reported, which excludes a variety of other types of placements which DFCS may have been involved with. However, local government is also involved in child welfare services and many of these locally reported placements could have included state agency involvement. Further conclusions arising from the survey results follow.

- Georgia's local Phase II agencies depend strongly on facilities or residential settings located in contiguous states. Further, Florida, at Georgia's southern border, received over one-third of all the children for whom destination was reported.
- A high degree of cooperation with state agencies in the arrangement of out-of-state placements occurs among local public agencies in Georgia.

- Out-of-state placements made by Georgia's local agencies are not totally an urban phenomenon. Forty-three percent of these locally arranged placements were made by agencies with county juvenile populations under 10,000.

- DYS reported a lack of knowledge about out-of-state placements arranged by local juvenile justice agencies. However, the survey of the 13 county-administered juvenile probation agencies determined that 48 children were placed out of state by local juvenile justice agencies in 1978. Interestingly, five of those children were reportedly placed through the ICJ which is administered by the DYS.

- The DOE also reported inaccurate information concerning the number of out-of-state placements arranged by school districts. This discrepancy may be linked to the DOE reporting about some placements arranged prior to 1978.

- Thirty-two percent of the local agencies which arranged out-of-state placements in 1978 did not use a compact to place any children.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Georgia in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN KENTUCKY

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Lynette Uhl, Deputy Bureau Head, Bureau of Education for Exceptional Children, Department of Education; Fred S. Downing and Tom Woods, Interstate Unit, Bureau for Social Services, Department for Human Resources; M. P. Ryan, Interstate Services, Office of Community Health Services, Bureau for Health Services, Department for Human Resources; and Bob Deburger, Division for Mental Health and Mental Retardation Services, Bureau for Health Services, Department for Human Resources.

II. METHODOLOGY

Information was systematically gathered about Kentucky from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A departure was taken from the study's standard methodological procedures and guidelines regarding sampling in the survey in the 181 Kentucky school districts. Initially, eighteen local education agencies, or ten percent of the total, were contacted by telephone to verify the Kentucky Department of Education (DOE) information that school districts cannot and do not place children independently from the DOE. This was not verified by the ten percent sample. In section III of this profile, the placement policy of the DOE and its authorizing legislation are cited, pointing to a restriction on local school districts to obtain approval from DOE for an out-of-state placement and state funding of deaf-blind children. All other types of children in need of placement out of state would have to be funded with local revenue. It should be noted that such funds are limited, with Kentucky ranking 45th in the nation in per capita expenditures for education.

After contacting school districts serving 47 percent of the state's juvenile population (see Table 18-3), a variety of rural and urban counties, several border counties, and the largest cities in the state, it was determined that a relatively small number of children (five) other than deaf-blind youth had been placed out of state by the local education agencies, apparently without DOE knowledge. Therefore, not all school districts were contacted because a judgment was reached that the statewide incidence of such placements arranged by local education agencies would be insignificant. The following tables will therefore present the information gathered from these education agencies as reflective of all school districts in Kentucky.

Staff in the Department for Human Resources, Bureau for Social Services, were unable to allocate the time needed to accurately complete the mailed questionnaire and invited the Academy to conduct a manual tabulation of the necessary information from state records. The Academy accepted the invitation and systematically recorded all information needed about the out-of-state placement practices of this state agency responsible for child welfare and juvenile justice in Kentucky. A summary of the data collection effort in Kentucky appears below in Table 18-1.

TABLE 18-1. KENTUCKY: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview
	Mailed Survey: DHR officials site visit and manual tabulation from state records	Mailed Survey: DOE officials	Mailed Survey: DHR officials site visit and hand count of state records	Mailed Survey: DHR officials
Local Agencies[a]	Telephone Survey: All 3 locally operated child welfare offices	Telephone Survey: 47 percent sample of the 181 school districts to verify state information[b]	Telephone Survey: All 19 locally operated juvenile probation departments	Not Applicable (State Offices)

a. The telephone survey was conducted by the Kentucky Youth Advocates, Inc., of Louisville under a subcontract to the Academy.

b. Information attributed in this profile to the state's school districts was gathered from the state education agency and the 47 percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Kentucky has the 37th largest land area (39,650 square miles) and is the 23rd most populated state (3,387,860) in the United States. It has 28 cities with populations over 10,000 and eight cities with populations over 25,000. Louisville is the most populated city in the state, with an estimated population of 335,000. Frankfort, the capital, is the ninth most populated city in the state. It has 119 counties and one city-county consolidation, Lexington-Fayette. The estimated 1980 population of persons eight to 17 years old was 605,819.

Kentucky has seven Standard Metropolitan Statistical Areas (SMSAs). Five of the SMSAs include a portion of four contiguous states: Indiana, Ohio, Tennessee, and West Virginia. Other contiguous states are Illinois, Missouri, and Virginia.

Kentucky was ranked 42nd, nationally, in total state and local per capita expenditures, 45th in per capita expenditures for education and 20th in per capita expenditures for public welfare.[1]

B. Child Welfare

In all but three counties, Fayette, Jefferson, and Daviess, the responsibility for child welfare is entirely within state government. The Department for Human Resources (DHR), Bureau for Social Services

(BSS), operates various statewide programs in addition to administering its 120 branch offices. This agency administers the Interstate Compact on Juveniles (ICJ) and the Interstate Compact on the Placement of Children (ICPC). DHR personnel reported that it is possible for both the state and county-operated child welfare agencies to arrange an out-of-state placement. It is especially likely that the agencies under county auspices do not utilize an interstate compact to facilitate such placements. It was reported that such placements may involve the assistance of another local agency such as courts, school districts, or probation agencies. Kentucky has been a member of the ICJ and the ICPC since 1960 and 1966, respectively.

C. Education

Kentucky's Department of Education (DOE) has the major responsibility for its educational system. Within DOE is the Bureau of Education for Exceptional Children, which is directly involved with the placement of exceptional children in other states. It was reported by the Department of Education that school districts would not place children out of state without authorization and funding assistance from the Bureau of Education for Exceptional Children. A Kentucky revised statute specifically provides this authority to the Department of Education; however, it references only "deaf-blind children".[2] School districts could arrange an out-of-state placement without state authorization and knowlege under certain circumstances such as:

- the child has special education needs that are unrelated to deafness/blindness and an out-of-state educational program may be selected and considered not subject to the statute referenced above;
- the child is placed out of state and not authorized or reported to the state because state funds are not expended for the placement.

D. Juvenile Justice

Juvenile jurisdiction in Kentucky is the responsibility of the 56 district courts. These districts may include more than one county and, in the larger counties, a district may be divided into several divisions, each hearing cases from geographically separate portions of the county. There are 19 counties with locally funded and operated court services. The remaining counties utilize the Department for Human Resources to provide these services which are typically made available to the court by local offices of the DHR's Bureau for Social Services.

It is reported that placements arranged by most courts, especially out-of-state placements, are arranged with the assistance of local social service offices by transferring custody. It is further likely that these types of arrangements are facilitated by an Interstate Compact.

F. Mental Health and Mental Retardation

The Division for Mental Health and Mental Retardation Services (MHMRS) within the Department for Human Resources is responsible for state-level mental health and mental retardation services in Kentucky. These services are administered through four regions and 15 district offices throughout the state. The MHMRS provides supporting funds, technical assistance, and organizational effort for 23 comprehensive centers with 90 branch centers throughout the state which are governed by regional mental health-mental retardation boards. Out-of-state placements are reportedly made pursuant to the provisions of the Interstate Compact on Mental Health (ICMH). Kentucky has been a member of the compact since 1958.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

This section of the Kentucky state profile presents the study's survey results, organized in summary tables, and offers some descriptive and interpretive remarks about the findings.

A. The Number of Children Placed in Out-of-State Residential Settings

Before proceeding to the more detailed survey findings, an overview of out-of-state placement activity among the agencies contacted at the state and local levels is provided in Table 18-2. This information has been included at the beginning of this section to give some perspective about how many out-of-state placements are being described in subsequent tables and what agencies tend to be responsible for them.

Table 18-2 indicates that, for the most part, out-of-state placement activity occurs at the state level within the Department for Human Resources.

TABLE 18-2. KENTUCKY: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type					
	Child Welfare/ Juvenile Justice	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	111	--b	5	--b	0	116
Local Agency Placements	--c	0	5	3	--	8
Total	111	0	10	3	0	124

-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 18-9 for specific information regarding state agency involvement in arranging out-of-state placements.

b. Information about state child welfare and juvenile justice agency placement activities are provided in the first column of this table.

c. Local child welfare and juvenile justice agency out-of-state placement totals appear in separate columns on this table.

Local agency activity is further detailed by Table 18-3, which shows the number of out-of-state placements by each local agency jurisdiction. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all within them. It indicates that all but two out-of-state placements made locally were from urban counties in SMSAs which include the Evansville, Indiana, and Cincinnati, Ohio, areas.

TABLE 18-3. KENTUCKY: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed During 1978		
		Child Welfare	Education	Juvenile Justice
Adair	2,159	--	0	--
Allen	2,273	--	0[b]	--
Anderson	2,003	--	0	--
Ballard	1,343	--	0	0
Barren	5,319	--	0	--
Bath	1,705	--	0	0
Bell	6,725	--	0[b]	--
Boone	7,370	--	2[b]	0
Bourbon	3,100	--	0	--
Boyd	8,739	--	0	0
Boyle	3,771	--	0	--
Bracken	1,398	--	0	--
Breathitt	3,414	--	0	--
Breckinridge	2,785	--	0	--
Bullitt	7,362	--	0[b]	--
Butler	1,845	--	0	--
Caldwell	2,044	--	0	--
Calloway	3,913	--	0	0
Campbell	15,871	--	2[b]	0
Carlisle	901	--	0	--
Carroll	1,647	--	0	--
Carter	4,316	--	0	--
Casey	2,558	--	0	--
Christian	11,154	--	0[b]	0
Clark	4,682	--	0	--
Clay	4,753	--	0	0
Clinton	1,479	--	0	--
Crittenden	1,375	--	0	--
Cumberland	1,192	--	0	--
Daviess	15,452	0	0[b]	--
Edmonson	1,639	--	0	--
Elliott	1,071	--	0	--
Estill	2,605	--	0	--
Fayette	29,634	*	0[b]	0
Fleming	2,172	--	0	--
Floyd	7,916	--	0	--
Franklin	5,972	--	0[b]	--
Fulton	1,473	--	0[b]	0
Gallatin	761	--	0	--
Garrard	1,734	--	0	--
Grant	1,993	--	0	--
Graves	5,296	--	0	--
Grayson	3,179	--	0	0
Green	1,762	--	0	--
Greenup	6,664	--	0	--
Hancock	1,486	--	0	--
Hardin	12,798	--	0	--
Harlan	7,419	--	0	--
Harrison	2,542	--	0	--
Hart	2,699	--	0	--

TABLE 18-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed During 1978		
		Child Welfare	Education	Juvenile Justice
Henderson	6,651	--	0[b]	1
Henry	1,935	--	0	--
Hickman	1,060	--	0	--
Hopkins	7,226	--	0	--
Jackson	2,002	--	0	--
Jefferson	125,326	0	0[b]	--
Jessamine	3,645	--	0	--
Johnson	3,698	--	0	--
Kenton	24,431	--	1[b]	0
Knott	3,439	--	0	--
Knox	5,333	--	0	--
Larue	2,084	--	0	--
Laurel	5,993	--	0	--
Lawrence	2,319	--	0	--
Lee	1,359	--	0	--
Leslie	2,809	--	0	--
Letcher	5,105	--	0[b]	--
Lewis	2,598	--	0	--
Lincoln	3,248	--	0	--
Livingston	1,462	--	0	--
Logan	3,891	--	0	--
Lyon	728	--	0	--
McCracken	9,652	--	0	0
McCreary	2,994	--	0	--
McLean	1,800	--	0	--
Madison	7,142	--	0	--
Magoffin	2,507	--	0	--
Marion	3,410	--	0	--
Marshall	3,642	--	0	0
Martin	2,550	--	0	--
Mason	2,744	--	0	--
Meade	4,242	--	0	--
Menifee	930	--	0	--
Mercer	2,984	--	0	--
Metcalfe	1,484	--	0	--
Monroe	2,069	--	0	--
Montgomery	3,145	--	0	--
Morgan	1,964	--	0	--
Muhlenberg	5,191	--	0	--
Nelson	5,228	--	0	--
Nicholas	1,158	--	0	--
Ohio	3,557	--	0	--
Oldham	3,083	--	0	--
Owen	1,279	--	0	--
Owsley	965	--	0	--
Pendleton	2,094	--	0	--
Perry	6,094	--	0	--
Pike	13,639	--	0[b]	--
Powell	1,682	--	0	--
Pulaski	7,029	--	0	2

TABLE 18-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed During 1978		
		Child Welfare	Education	Juvenile Justice
Robertson	399	--	0	--
Rockcastle	2,664	--	0	--
Rowan	2,390	--	0	--
Russell	2,089	--	0	--
Scott	3,143	--	0	--
Shelby	3,446	--	0	0
Simpson	2,429	--	0	0
Spencer	1,175	--	0	--
Taylor	3,049	--	0	--
Todd	1,913	--	0	--
Trigg	1,565	--	0	--
Trimble	1,049	--	0	--
Union	2,851	--	0	--
Warren	9,530	--	0	0
Washington	2,158	--	0	--
Wayne	2,814	--	0	--
Webster	2,379	--	0	--
Whitley	4,902	--	0	--
Wolfe	1,206	--	0	--
Woodford	3,165	--	0	--
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		0	5	3
Total Number of Local Agencies Reporting		3	181	19

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

b. One or more school districts were contacted in these counties to constitute the education agency sample discussed in Section II.

B. The Out-of-State Placement Practices of Local Agencies

The involvement of local agencies in out-of-state placement is described in more detail in Table 18-4. As suggested in the previous table, local agency involvement in sending children out of Kentucky is sparse. Less than one percent of the school districts and only two of the 19 local probation departments placed children into other states.

TABLE 18-4. KENTUCKY: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type Child Welfare	 Education	 Juvenile Justice
Agencies Which Reported Out-of-State Placements	0	3	2
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	1	0	0
Agencies Which Did Not Place Out of State	2	178	17
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	3	181	19

Those local agencies which did not place children out of Kentucky were asked to describe their reasons for not doing so. An interesting finding among the results shown in Table 18-5 is that most school districts reported the lack of funds and sufficient services being available in the state as reasons for not sending children out of Kentucky.

The 17 local juvenile probation departments that did not place any children out of state gave mixed reasons, including the lack of funds and the presence of sufficient services in Kentucky to meet their needs.

TABLE 18-5. KENTUCKY: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Child Welfare	Education	Juvenile Justice
Lacked Statutory Authority	1	0	3
Restricted[b]	0	0	1
Lacked Funds	1	164	9
Sufficient Services Available In State	1	14	7
Other[c]	1	5	10
Number of Agencies Reporting No Out-of-State Placements	2	178	17
Total Number of Agencies Represented in Survey	3	181	19

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall policy, were disapproved by parents, involved too much red tape, and were prohibitive to family visitations because of distance.

Table 18-6, which follows, describes the extent of interagency cooperation that occurred in the course of making out-of-state placements. It indicates that only local juvenile justice agencies' placements had the involvement of one or more other public agencies, besides the agency reporting primary responsibility for the placement.

TABLE 18-6. KENTUCKY: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Education		Juvenile Justice	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	3	2	2	11
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	0	0	1	50
Number of CHILDREN Placed Out of State	5	100	3	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	0	0	2	67

a. See Table 18-4.

Local agencies were also asked to report on the conditions and statuses of children sent out of Kentucky. Table 18-7 indicates that children placed by school districts were physically handicapped and mentally ill/emotionally disturbed children who had special education needs. Children placed by the juvenile justice agencies were mentally retarded or developmentally disabled, juvenile delinquent, and battered, abandoned, or neglected.

TABLE 18-7. KENTUCKY: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Physically Handicapped	1	0
Mentally Retarded or Developmentally Disabled	0	1
Unruly/Disruptive	0	0
Truant	0	0
Juvenile Delinquent	0	1
Mentally Ill/Emotionally Disturbed	1	0
Pregnant	0	0
Drug/Alcohol Problems	0	0
Battered, Abandoned, or Neglected	0	1
Adopted	0	0

TABLE 18-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting Education	 Juvenile Justice
Special Education Needs	3	0
Multiple Handicaps	0	0
Other	0	0
Number of Agencies Reporting	3	2

a. Some agencies reported more than one type of condition.

None of the Kentucky local agencies placed five or more children out of state in 1978 and, therefore, no local agencies were asked for the additional information requested of those Phase II agencies in other states.

C. Use of Interstate Compacts by State and Local Agencies

Another important aspect of an investigation about the out-of-state placement of children concerns the extent to which interstate compacts are used to arrange such placements. Local agencies were asked to report the extent to which their placements were arranged through an interstate compact and all eight placements reported by local probation agencies and school districts were not compact processed.

The information gathered from the records of the Bureau for Social Services, as shown in Table 18-8, indicates that 98 percent of the 114 children placed out of Kentucky in 1978 were processed through an interstate compact. The Department of Education did not use a compact for the ten out-of-state placements it reported to have occurred in the reporting year.

TABLE 18-8. KENTUCKY: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES, IN 1978, BY AGENCY TYPE

	Child Welfare/ Juvenile Justice	Education
Total Number of State and Local Agency-Arranged Placements	114	10
Total Number of Compact-Arranged Placements Reported by State Agencies	112	0
Percentage of Compact-Arranged Placements	98	0

D. The Out-of-State Placement Practices of State Agencies

Table 18-9 describes the ability of state agencies to report their out-of-state placement activity and the number of placements, by category of involvement.

The table shows little activity on the part of the Department of Education in out-of-state placements. Of equal interest is the DOE response that no placements were arranged by local education agencies and reported to the state either for funding reimbursement or solely as information sharing. It should be recalled that five children were reported (by the local school districts) to be placed out of Kentucky.

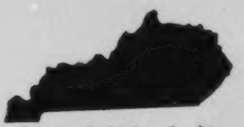
The Division for Mental Health and Mental Retardation Services within the Department for Human Resources did not report being involved in out-of-state placements in 1978. The DHR's Bureau for Social Services, however, was involved in the arranging and funding or had knowledge of a total of 112 children placed out of Kentucky in 1978. The information was collected by study staff conducting a manual search of DHR compact office records during an on-site visit and, therefore, represents a substantially complete set of information about this agency's placement practices.

TABLE 18-9. KENTUCKY: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies: Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
State Arranged and Funded	92	5	0
Locally Arranged but State Funded	0	0	--
Court Ordered, but State Arranged and Funded	3	0	0
Subtotal: Placements Involving State Funding	95	5	0
Locally Arranged and Funded, and Reported to State	1	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	16	0	0
Other	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	112	5	0

-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.



The children placed by or involving the DHR's Bureau for Social Services went to a total of 16 states, as indicated in Table 18-10. Nearly two-thirds of these children went to states contiguous to Kentucky, most notably Ohio, which received 32 children from Kentucky in 1978. The Department of Education sent all five children reported placed out of state in 1978 to Alabama.

TABLE 18-10. KENTUCKY: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed	
	Child Welfare/ Juvenile Justice	Education
Alabama	0	5
California	4	0
Florida	5	0
Georgia	7	0
Illinois	17	0
Indiana	12	0
Maine	1	0
Michigan	6	0
Minnesota	1	0
New Hampshire	1	0
New York	1	0
North Carolina	8	0
Ohio	32	0
Oregon	1	0
Tennessee	8	0
Texas	6	0
Virginia	2	0
Placements for Which Destinations Could Not Be Reported by State Agencies	0	0
Total Number of Placements	112	5

The conditions and statuses of children placed by Kentucky state agencies are indicated in Table 18-11. The Bureau for Social Services was involved in placing a wide variety of children in 1978, most notably juvenile delinquents, status offenders, and battered, abandoned, or neglected children. Children placed by this agency were also described to have gone to adoptive and foster care settings and, as a group, included some children who were emotionally disturbed. The most frequently used setting for the placement of children out of Kentucky by this agency was relatives' homes.

The Department of Education reported that all five children placed were deaf and blind and that the type of setting most frequently receiving these children was a residential treatment or child care institution.

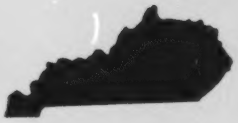
TABLE 18-11. KENTUCKY: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a] Child Welfare/ Juvenile Justice	Education
Physically Handicapped	0	0
Mentally Handicapped	0	0
Developmentally Disabled	0	0
Unruly/Disruptive	X	0
Truants	0	0
Juvenile Delinquents	X	0
Emotionally Disturbed	X	0
Pregnant	0	0
Drug/Alcohol Problems	0	0
Battered, Abandoned, or Neglected	X	0
Adopted Children	X	0
Foster Children	X	0
Other[b]	X	X

a. X indicates conditions reported.

b. Includes children who are both deaf and blind.

Finally, the study requested information about state agency expenditures for out-of-state placements. This information was not available from the compact records of the Bureau for Social Services, and the Department of Education estimated spending $40,500 in state funds for the five children placed in Alabama.



E. State Agencies' Knowledge of Out-of-State Placements

As a final review, Table 18-12 offers the incidence of out-of-state placement reported by Kentucky public agencies and the number of children placed out of state of which the state agencies had knowledge. The DHR's Bureau for Social Services was involved in or had knowledge of 98 percent of the out-of-state placements determined to have been made in 1978 by this state agency and the few local child welfare and juvenile justice agencies. In contrast, the DOE reported its involvement in the placement of five children out of state (identified as being both deaf and blind in Table 18-11) and that no locally arranged placements occurred; however, local school districts reported that five children had been placed out of Kentucky. These placements appear to be of different children, with Table 18-7 specifying that only one agency placed children that were physically handicapped.

Finally, the nonexistence of local mental health and mental retardation agency out-of-state placements was reiterated by the state agency.

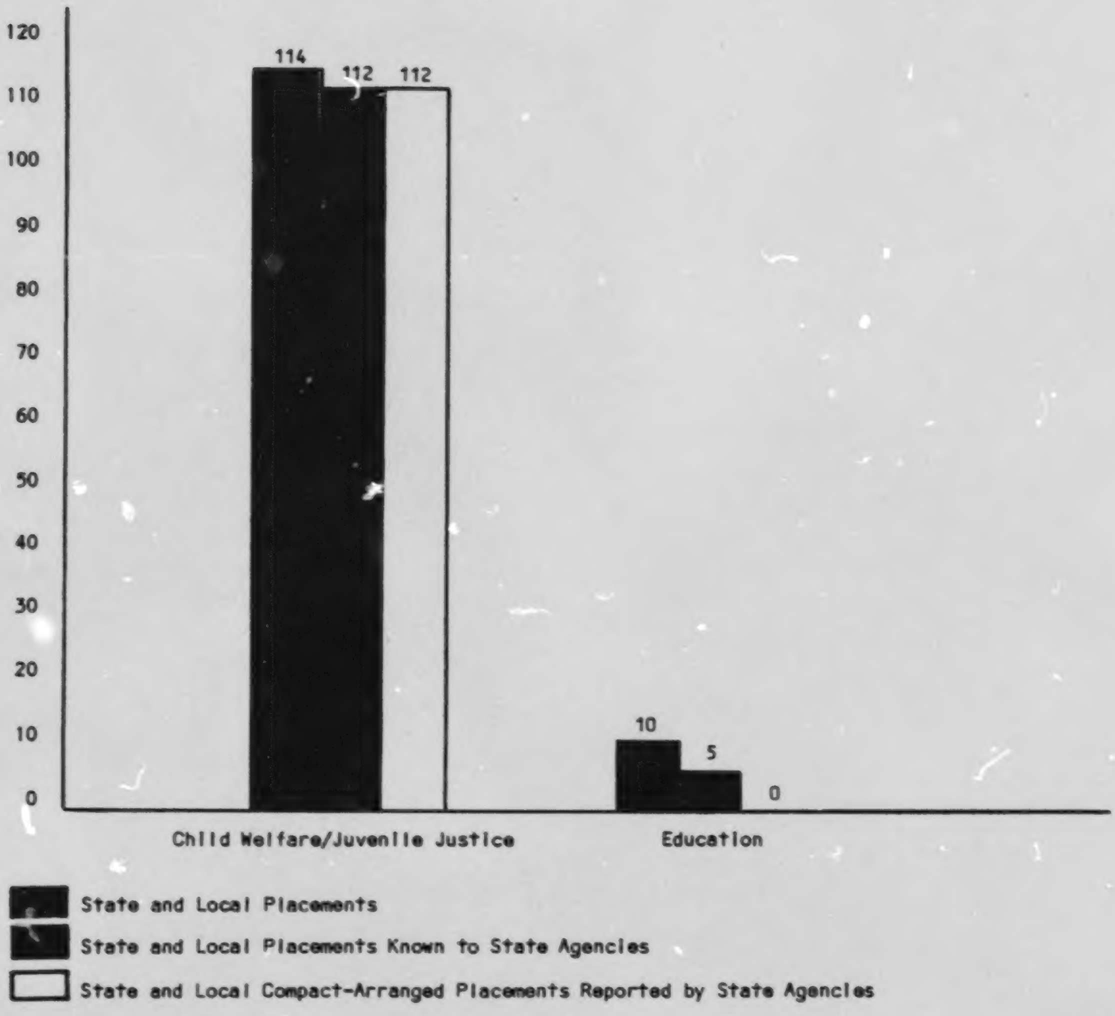
TABLE 18-12. KENTUCKY: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	114[a]	10	0
Total Number of Placements Known to State Agencies	112	5	0
Percentage of Placements Known to State Agencies	98	50	100

[a] Includes placements reported by the state child welfare/juvenile justice agency, the local child welfare agencies, and the local juvenile justice agencies.

Because state agencies are responsible for interstate compact administration, their reports of 1978 compact utilization is of great interest to this study, not only providing a form of placement information, but also as a comparison to local agencies' compact use reporting. The state child welfare and juvenile justice agency's compact office had knowledge of all but two of the 114 placements determined to have been made in 1978. However, the three children reported to be placed out of Kentucky by the local juvenile justice agencies were reportedly not compact arranged, as discussed in part C of this profile section, leaving a small discrepancy in survey information. As reported by the local school districts, none of the education placements made in 1978 were arranged through a compact, and neither were the state agency placements. It is important to remember that no interstate compact includes placements into facilities solely educational in nature.

FIGURE 18-1. KENTUCKY: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



V. CONCLUDING REMARKS

Of the variety of conclusions that can be drawn from the data, the following seemed most apparent and worthy of mention.

- There is little out-of-state placement activity among local agencies in Kentucky. The infrequent occurrences of such placements usually take place in urban border areas without compact processing.
- The Department for Human Resources' Bureau for Social Services is the state agency having responsibility for the majority of children leaving Kentucky for care and treatment.
- Although the state child welfare/juvenile justice agency seems to rely upon contiguous states (especially Ohio, Illinois, and Indiana) to receive many children, a variety of other children are sent greater distances, to states as far as California and New Hampshire.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Kentucky in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, *County and City Data Book, 1977 (A Statistical Abstract Supplement)*, Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in *Statistical Abstract of the United States: 1979* (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. Kentucky Revised Statute 167.210.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN MARYLAND

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly James Keim, Placement Specialist, Non-Public School Branch, Department of Education; Mary Lee Haskins, Interstate Compact Coordinator, Social Services Administration, Department of Human Resources; Ben McCloud, Coordinator of Support Services, Mental Retardation Administration, Department of Health and Mental Hygiene; Filomena Matlick, Compact Correspondent, Department of Health and Mental Hygiene; Delores Melianovich, Juvenile Compact Correspondent, Juvenile Services Administration, Department of Health and Mental Hygiene; Charles Wilkinson, Jr., Administrator of Community Services Program, Juvenile Services Administration, Department of Health and Mental Hygiene; William Litsinger, Jr., Assistant Director, Juvenile Services Administration, Department of Health and Mental Hygiene; and Dilawar Lakhani, Fiscal Specialist, Division of Special Education, Department of Education.

II. METHODOLOGY

Information was systematically gathered about Maryland from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Maryland appears below in Table 21-1.

TABLE 21-1. MARYLAND: METHODS OF COLLECTING DATA

	Survey Methods, by Agency Type				
Levels of Government	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
State Agencies	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview
	Mailed Survey: DHR officials	Mailed Survey: DOE officials	Mailed Survey: DHMH officials	Mailed Survey: DHMH officials	Mailed Survey: DHMH officials
Local Agencies	Telephone Survey: All 24 local departments of social services	Telephone Survey: All 24 local school districts	Not Applicable (State Offices)	Telephone Survey: All 24 community mental health centers	Not Applicable (State Offices)

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Maryland has the 42nd largest land area (9,891 square miles) and is the 18th most populated state (4,121,603) in the United States. It has 17 cities with populations over 10,000 and five cities with populations over 30,000. Baltimore is the most populated city in the state, with approximately 850,000 people. Annapolis, the capital, is the fifth most populated city in the state with an estimated population of 32,000. It has 23 counties and one independent city, Baltimore. The estimated 1978 population of persons eight to 17 years old was 764,060.

Maryland has three Standard Metropolitan Statistical Areas (SMSAs). Two of the SMSAs include a portion of the District of Columbia and two contiguous states, Delaware and Virginia, and part of New Jersey. Other contiguous states are Pennsylvania and West Virginia.

Maryland was ranked 13th nationally in total state and local per capita expenditures, 11th in per capita expenditures for education, and sixth in per capita expenditures for public welfare.[1]

B. Child Welfare

Maryland's system for providing child welfare services to children and youth is supervised at the state level by the Department of Human Resources' (DHR) Social Services Administration. Services are delivered by the 23 county and the city of Baltimore departments of social services. All of the local departments are supervised by the Social Services Administration and operate mainly with state and federal funds.

In general, the services provided are confined to those financed under Title XX and Title IV of the Social Security Act. These services include protective services, foster care, adoption, day care, family planning, and many others.

Reportedly, all out-of-state placements involving local child welfare agencies are arranged through the Interstate Compact on the Placement of Children (ICPC) which is administered by DHR. Maryland has been a member of the compact since 1975.

C. Education

Maryland's Department of Education (DOE) has major responsibility for supervising the delivery of educational services. The state has 23 local school districts organized according to county jurisdictions, and one other district which includes the city of Baltimore.

School districts are not subject to polices which prohibit the out-of-state placement of children for educational services. However, if a district requires state assistance for the funding of such placements, approval is required from the Division of Special Education (DSE) in the DOE. If approved, the local school districts pay 300 percent of the local basic per pupil cost in that district (wealth of the county, divided by the school district enrollment on the day of placement, multiplied by three). The state will pay the remaining cost of the placement. However, the state will only provide funds for those "educationally handicapped" children as defined in P.L. 94-142. Also, parents can and do appeal to the Department of Education before a hearing review board if approval is not granted by DSE.

D. Juvenile Justice

In each county in Maryland, except Montgomery County which utilizes the lower district court, juvenile justice is under the jurisdiction of the circuit court system. In eight counties and Baltimore, masters are employed either on a full-time or part-time basis to hear juvenile cases, but their findings must be confirmed by a juvenile judge.

All adjudicated delinquents are referred by the courts to the Juvenile Services Administration of the Department of Health and Mental Hygiene (DHMH). The administration provides pre-court intake, detention, probation, residential, and aftercare services. The state operates four forestry camps, two training schools (both with detention units), three detention centers, three short-term holdover (72-hour detention) units, and four community-based group care facilities. In addition, residential care is purchased from numerous group homes and other child care facilities both within and outside of the state.

Maryland has been a member of the Interstate Compact on Juveniles (ICJ) since 1966. The Community Services Program in the Juvenile Services Administration reportedly does not use a compact for the out-of-state placement of youth in residential group care. All other placements are reportedly made pursuant to the provisions of the ICJ.

E. Mental Health and Mental Retardation

Mental health and mental retardation services, including those for children and youth, are administered in Maryland by the Department of Health and Mental Hygiene. Services are delivered by the Mental Hygiene Administration (MHA) and the Mental Retardation Administration (MRA) which are components of the DHMH.

The Mental Retardation Administration within the DHMH operates six state residential facilities which serve the mentally retarded. Additionally, the MRA purchases care for the retarded from privately operated programs. The Mental Hygiene Administration operates state hospitals for the mentally ill and emotionally disturbed, and provides community psychological and psychiatric services. Unlike MRA, the Mental Hygiene Administration has no purchase-of-care monies at its disposal.

Maryland has established 24 community mental health centers which are funded jointly by state and local governments. The community mental health centers provide both in-patient and out-patient diagnostic and treatment services.

The Interstate Compact on Mental Health (ICMH) is administered through the DHMH. Transfer of clients from a state hospital in Maryland to an out-of-state public facility are handled through the Mental Retardation Administration compact office. Maryland has been a member of the compact since 1963.

F. Recent Developments

Juvenile Justice. Under changes made by the Juvenile Causes Statute of the Annotated Code of Maryland, effective January 1, 1974, Maryland began to deinstitutionalize children in need of supervision (CHINS). It was reported that a significant cost and service impact might occur with the decrease in the number of out-of-state placements of status offenders. If out-of-state placements had resulted from the lack of specialized services in Maryland or from difficulties in coordinating the delivery of in-state placement services, then a considerable amount of planning and program development would be required to provide community-based treatment for those now placed out of state. (This information is reported in more detail in A Case Study in the Deinstitutionalization of Status Offenders.[2]

Education. Maryland law specifically states that "social maladjustment" is not an educationally handicapping condition requiring special education. Although some local school districts have special programs for maladjusted children, officials in the Juvenile Services Administration reported that youth under their care are not eligible for special education, particularly in the case of disruptive youth. These children are usually expelled from school and are therefore difficult to maintain in community-based treatment programs which rely on the public schools for educational services. In addition, some schools view truancy as a problem to be referred to the Juvenile Services Offices. Due to the confusion over which department or agency actually has the responsibility for the education of disruptive and truant children, a state task force was recently established to consider how the Department of Education could fulfill its mandate to provide education for all children in the state.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

This section of the Maryland profile presents the results of the survey of state and local agencies in summary tables, and gives some descriptive and analytic remarks about the information displayed. The information has been organized in such a way that it addresses the issues and concerns that were raised in Chapter 1 with regard to the placement of children out of their state of residence.

A. The Number of Children Placed in Out-of-State Residential Settings

The presentation of survey findings begins with a summary of all out-of-state placement activity that was discovered among state and local agencies in Maryland. This summary, contained in Table 21-2 is offered at this point to provide some indication about the number of children to which the subsequent policy and practices information refer.

The state agencies described in Table 21-2 deserve some explanation so that these findings, and those presented later for state agencies, will be properly understood. There is information for two state juvenile justice responses included in the table. Juvenile Justice I refers to information provided by the Community Services Program and Juvenile Justice II indicates information provided by the Interstate Compact on Juveniles Office, both in the Juvenile Services Administration of the DHMH. Two contacts were made within the agency because the Community Services Program described itself as outside the purview of the Interstate Compact on Juveniles in its out-of-state placement activity. It was therefore determined that the two sources would need to be contacted to obtain complete information from the service type.

A note should be made in regard to out-of-state placements reported by local education agencies. As discussed in Chapter 1, great care was taken throughout the study to record only those placements which were initiated in 1978. This concern for the integrity of the study led to repeated contacts with Maryland school districts to verify that, in fact, placements reported were initiated during the reporting period of the study. These contacts were undertaken because of the broad differences among school districts in the number of children placed out of Maryland in comparision to each other and in relation to findings about other school districts across the country.

Education officials verified that great differences in the number of children placed do exist among the county school districts. It was also explained that although there may be some children included in the placement figures for Montgomery County that were placed in years previous to 1978, the rate was actually high in 1978. The judgment was made, in cooperation with Maryland officials, that the figure reported for this county represents the best estimate that could be obtained for out-of-state placements. The minority of children included in the figure who had been placed out-of-state prior to 1978 were, as a matter of prevailing state education policy, subject to diagnostic, evaluative, and decision making procedures in the same way as children placed out of Maryland for the first time in 1978.

Table 21-2 indicates only moderate out-of-state placement activity at the state level, when compared to the local level. The majority of out-of-state placements made by public agencies came from local child welfare and education agencies. Placements by these agencies accounted for 74 percent of those reflected in Table 21-2.

Out-of-state placements were reported in varying degrees by all state agencies. The Community Services Program in the Juvenile Services Administration of the DHMH reported the highest number of such placements at 98 children, and the Mental Hygiene Administration's ICMH officials reported the fewest placements with only one child leaving Maryland in 1978. Within this range, the DHMH's Mental Retardation Administration reported ten, the Interstate Compact on Juveniles Office in the Juvenile Services Administration of the DHMH reported 55, and the DHR's Social Services Administration reported 71 out-of-state placements.

TABLE 21-2. MARYLAND: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type						
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation	Total
State Agency Placements[b]	71	0	98	55	1	10	235
Local Agency Placements	273	428	--		10	--	711
Total	344	428	153		11	10	946

-- denotes Not Applicable.

a. Juvenile Justice I indicates data reported by the Juvenile Services Administration's Community Services Program and Juvenile Justice II indicates data reported by the Juvenile Services Administration's Interstate Compact on Juveniles Office.

b. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 21-15 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 21-3 further defines out-of-state placement activities among local agencies by listing incidence figures for agencies in each county of Maryland. Only four of Maryland's 24 counties do not actually border another state or are not separated from another state by the Potomac River. The state is relatively small, with access in some areas to three other states involving only minutes of highway travel. All counties should be considered to have easy accessibility to settings for children in contiguous states.

It is within Table 21-3 that the source of the very large out-of-state placements for local education agencies comes to light. The out-of-state placements reported by the Montgomery County school district eclipse the reports by any other agency or county in Maryland and can be seen to be radically higher than other school districts in the state. By placing 347 children out of Maryland in 1978, the Montgomery County school district likely exceeds any other county in the nation in out-of-state placement activity and, in fact, exceeds the total placement incidence of all state and local agencies reported by some entire states. Clearly, this agency should be considered separate from corresponding school districts in Maryland when evaluating out-of-state placement activity among education agencies in Maryland because of the distorting effect it has on overall incidence figures.

Incidence figures reported by other county education agencies range from zero children to 35 children placed out of state, with the majority of education placements from other than Montgomery County coming from urbanized SMSA central cities. Placements from these areas include 35 from the city of Baltimore and 28 from Prince Georges County which surrounds the District of Columbia on the Maryland side of the Potomac River.

Those agencies which were not able to report their out-of-state placements were, as mentioned, county school districts, and they were in Anne Arundel and Howard Counties which are in central Maryland, included in the Baltimore SMSA, and bordering the District of Columbia SMSA.

The remaining 18 education out-of-state placements which did not come from Montgomery or Prince Georges Counties or the city of Baltimore were reported by nine counties, four of which are within an SMSA and five of which are not.

Out-of-state placements by county child welfare agencies are similarly clustered around urban counties in Maryland. Over three-fourths of all child welfare agency placements were made from areas in the District of Columbia and Baltimore SMSAs, including Baltimore, Montgomery, and Prince Georges Counties, and the city of Baltimore. Again, Montgomery County reported the highest number of out-of-state placements, with its child welfare agency placing 81 children across state lines for care and treatment. All child welfare agencies except those in Caroline and Kent counties reported sending children into other states. Aside from those urban areas already mentioned and the two which did not send children to other states, Maryland county child welfare agencies each placed between one and ten children out of state.

Local mental health programs reported placing children into other states to a much lesser extent than education or child welfare agencies. Three SMSA counties, Anne Arundel, Harford, and Howard, reported a total of six children placed out of Maryland, and two other counties, Allegany and St. Marys, account for the remaining four that were reported.

TABLE 21-3. MARYLAND: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Mental Health
Allegany	13,189	2	1	1
Anne Arundel	65,859	9 est	*	3
Baltimore	108,184	56 est	6	0
Calvert	5,692	2	0	0
Caroline	4,010	0	0	0
Carroll	13,848	4 est	0	0
Cecil	11,229	3	1	0
Charles	14,567	4	4 est	0
Dorchester	4,979	2	0	0
Frederick	18,037	4	1	0
Garrett	4,446	1	0	0
Harford	28,010	7 est	1	2 est
Howard	19,682	2	*	1
Kent	2,829	0	0	0
Montgomery	106,417	81	347	0
Prince Georges	133,278	49 est	28	0
Queen Annes	3,505	1	0	0
St. Marys	12,249	10	1	3
Somerset	3,344	4	0	0
Talbot	4,022	5	2	0
Washington	19,057	4	1	0
Wicomico	10,204	4	0	0
Worcester	4,823	2	0	0
Baltimore City	152,600	17	35	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		273 est	428 est	10 est
Total Number of Local Agencies Reporting		24	24	24

* denotes Not Available.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

This part of the profile on the results of the survey of agencies under local government begins with a description of the extent of involvement of local agencies in out-of-state placements. Table 21-4 indicates that the study received an excellent response rate among local agencies in Maryland. All agencies contacted participated in the survey and only two agencies, which were local school districts, could not report on their placement activities in 1978.

All but two of the 24 child welfare agencies contacted reported placing children into other states for care and treatment, as did one-half of the 24 school districts. Mental health agencies were involved in out-of-state placement to a lesser extent, with only five agencies reporting such involvement.

TABLE 21-4. MARYLAND: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Child Welfare	Education	Mental Health
Agencies Which Reported Out-of-State Placements	22	12	5
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	2	0
Agencies Which Did Not Place Out of State	2	10	19
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	24	24	24

Those agencies which did not place children into other states for care and treatment in 1978 reported why no such placements occurred and these responses are summarized in Table 21-5. Only two local child welfare agencies did not make out-of-state placements, one of which said that Maryland had sufficient resources to meet their service needs, and both of which cited other reasons for not making placements.

All but one of the nonplacing school districts cited the presence of sufficient services in Maryland for children served in 1978 and one said there were other reasons for not making placements.

The reasons most frequently mentioned by mental health agencies for not placing children out of Maryland were the lack of funds for this purpose and other reasons, including the fact that out-of-state placement is against agency policy. One-third of the nonplacing local mental health agencies also said that sufficient services were available in Maryland so that there was no need to resort to out-of-state resources.

TABLE 21-5. MARYLAND: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Child Welfare	Education	Mental Health
Lacked Statutory Authority	0	0	1
Restricted	0	0	0
Lacked Funds	0	0	15
Sufficient Services Available In State	1	9	6
Other[b]	2	1	14
Number of Agencies Reporting No Out-of-State Placements	2	10	19
Total Number of Agencies Represented in Survey	24	24	24

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive to family visitations because of distance.

Public agencies sometimes enlist the consultation and assistance of other public agencies in out-of-state placement decisionmaking and processing. Table 21-6 indicates the extent to which local agencies in Maryland reported the occurrence of interagency cooperation in making out-of-state placements and the number of placements which were subject to this collaboration.

Child welfare agencies reported the least amount of interagency cooperation among the agencies involved in the study, with one-half of the agencies reporting working with other agencies to arrange or fund only about one-third of all placements.

In contrast, all but one of the 12 school districts reporting out-of-state placements reported working with another public agency in the course of arranging placements. However, this interagency cooperation was brought to bear on a minority of all reported out-of-state placements, involving only 27 percent of the 428 children reported placed out of Maryland in 1978.

Finally, four of the five mental health agencies that reported out-of-state placements said that public interagency cooperation was undertaken in the course of placing seven of the ten children that left Maryland under the responsibility of these agencies.

TABLE 21-6. MARYLAND: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Mental Health	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	22	92	12	50	5	21
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	11	50	11	92	4	80
Number of CHILDREN Placed Out of State	273	100	428	100	10	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	87	32	115	27	7	70

a. See Table 21-4.

All local agencies reporting out-of-state placements were asked to describe the children that they placed according to a series of descriptive categories. The responses of these agencies to the conditions and statuses that were offered for description follow in Table 21-7. As a group, all child welfare agencies responded to every condition available in the interview to describe the children they had placed out of state. This indicates involvement by these agencies with children having a very wide variety of characteristics. Nearly one-half or more of the 22 agencies responded to five of the descriptions, including mentally retarded or developmentally disabled; battered, abandoned, or neglected; adopted; mentally ill/emotionally disturbed; and having special education needs. All other conditions received a positive response from between one and eight agencies.

All 12 school districts reporting out-of-state placements said that they had placed children who were regarded as mentally ill/emotionally disturbed, and ten of these school districts said that children placed had special education needs. Between one and four school districts also responded to each of the descriptive categories except the one indicating that girls were placed out of state while pregnant. Again, from the very wide range of responses by these agencies, there is some indication that school districts in Maryland are involved in placing children with a variety of problems.

Three of the five mental health agencies reporting out-of-state placements said that children leaving the state under their actions were mentally ill/emotionally disturbed. One or two agencies also responded positively to five other descriptive categories which are not traditionally consistent with the types of problems these agencies are designed to address.

TABLE 21-7. MARYLAND: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting: Child Welfare	Education	Mental Health
Physically Handicapped	7	3	1
Mentally Retarded or Developmentally Disabled	13	4	2
Unruly/Disruptive	8	2	2
Truant	4	2	0
Juvenile Delinquent	1	3	0
Mentally Ill/Emotionally Disturbed	11	12	3
Pregnant	1	0	1
Drug/Alcohol Problems	1	2	0
Battered, Abandoned, or Neglected	13	2	1
Adopted	12	1	0
Special Education Needs	10	10	0
Multiple Handicaps	6	4	0
Other[b]	2	1	0
Number of Agencies Reporting	22	12	5

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

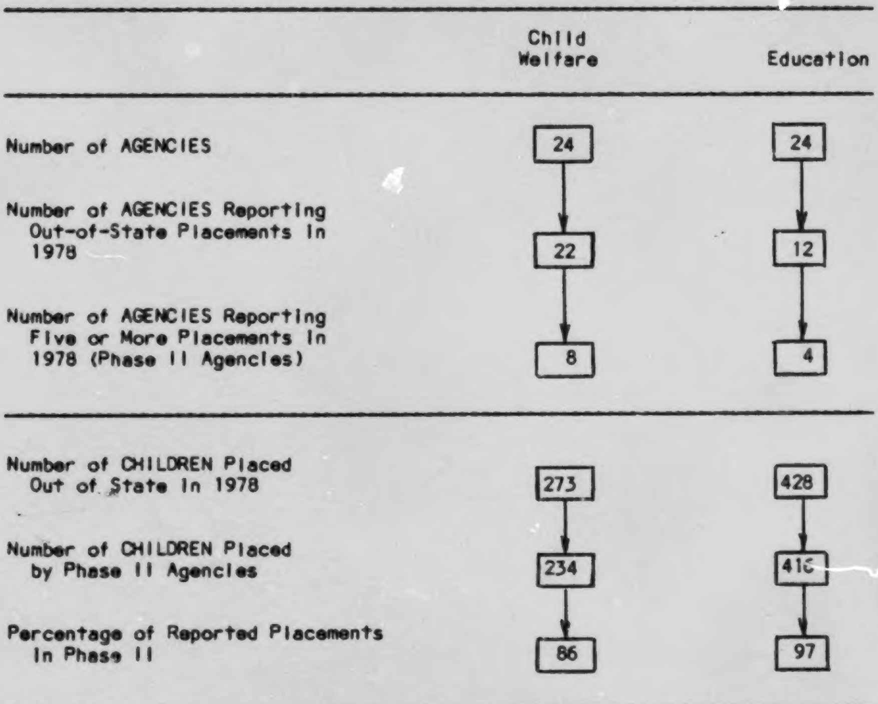
C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to these additional survey questions are reviewed in this part of Maryland's state profile. Wherever references are made to Phase II agencies, they reflect those agencies which reported arranging five or more out-of-state placements in 1978.

Figure 21-1 graphically illustrates the relationship between the total number of local agencies surveyed and placements reported, and agencies and placements in Phase II. It can be seen that eight child welfare and four education Phase II agencies are discussed. Clearly, the majority of agencies which arranged out-of-state placements in 1978 placed four or fewer children in other states.

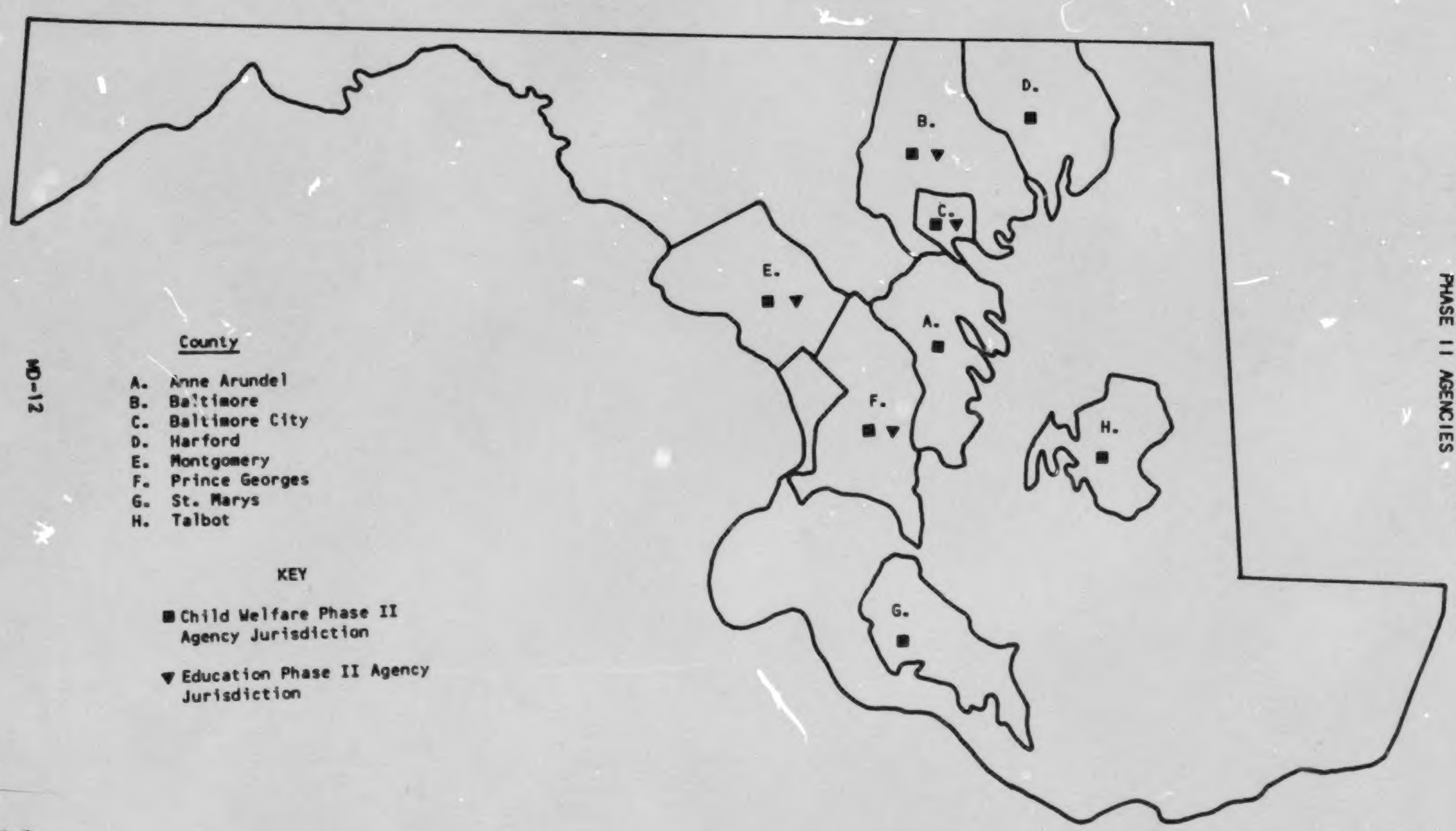
Further consideration of Figure 21-1 finds a rather dramatic result. Phase II agencies account for most of the out-of-state placements reported. The eight Phase II child welfare agencies arranged 86 percent of the 273 out-of-state placements reported by all such agencies. Similarly, the four Phase II education agencies account for 97 percent of all out-of-state placements involving local school districts.

FIGURE 21-1. MARYLAND: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE



	Child Welfare	Education
Number of AGENCIES	24	24
Number of AGENCIES Reporting Out-of-State Placements in 1978	22	12
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	8	4
Number of CHILDREN Placed Out of State in 1978	273	428
Number of CHILDREN Placed by Phase II Agencies	234	416
Percentage of Reported Placements in Phase II	86	97

The county locations of Maryland's 12 Phase II agencies are indicated in Figure 21-2. The counties with Phase II agencies include Anne Arundel, Baltimore, Harford, Montgomery, Prince Georges, St. Marys, and Talbot Counties, and Baltimore City. It is interesting to observe that in four of these counties both the child welfare agency and school district were in Phase II. In the other four counties only the child welfare agency was in Phase II.



County

A. Anne Arundel
B. Baltimore
C. Baltimore City
D. Harford
E. Montgomery
F. Prince Georges
G. St. Marys
H. Talbot

KEY

■ Child Welfare Phase II Agency Jurisdiction

▼ Education Phase II Agency Jurisdiction

FIGURE 21-2. MARYLAND: COUNTY LOCATION OF LOCAL PHASE II AGENCIES

MD-12

Local Phase II agencies were asked to report the number of children which went to specific states. Destinations of children placed by Phase II child welfare agencies and school districts appear in Table 21-8. The Phase II child welfare agencies which reported children's destinations, as a group, sent children to a total of 24 states and the District of Columbia, within every region of the country. States most utilized included the contiguous states of Pennsylvania and Virginia and the District of Columbia, which together received 57 percent of all placements for which destinations were reported. Figure 21-3 illustrates the number of placements made to border states or the District of Columbia. Inferences or conclusions drawn from these results should be qualified by the fact that destinations were not reported for 28 percent of the placements arranged by Phase II child welfare agencies.

Phase II education agencies reported destinations for all but five percent of their placements and these children were also primarily placed in contiguous states, as shown in Figure 21-3. However, similar to the reporting child welfare agencies, the use of Florida and Massachusetts as receiving states was also high. It should be noted that although school districts sent children to a total of 18 states and the District of Columbia, they used distant states to a lesser extent than child welfare agencies.

Overall, 72 percent of all children reported placed out of state by Phase II agencies with destinations indicated went to states bordering Maryland. Between 19 and 28 percent of these placements went to the District of Columbia, Pennsylvania, or Virginia, and only five percent went to Delaware and West Virginia. School districts that reported destinations, among which Montgomery County made the majority of placements, clearly favor the District of Columbia, with 146 children having been sent there in 1978.

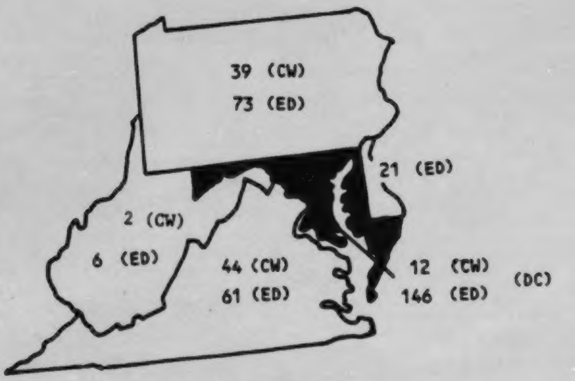
TABLE 21-8. MARYLAND: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Child Welfare	Education
Alabama	1	
California	4	
Colorado	2	
Connecticut	2	6
Delaware		21
District of Columbia	12	146
Florida	16	33
Georgia	3	3
Illinois		1
Indiana	1	
Kansas		1
Maine	1	4
Massachusetts	10	11
Michigan	1	
New Jersey	4	8
New Mexico	1	
New York	4	4
North Carolina	2	1
Ohio	5	6
Oklahoma	3	
Pennsylvania	39	73
Rhode Island	2	1
South Carolina	2	5
Tennessee	1	
Texas	5	4
Virginia	44	61
West Virginia	2	6
Wyoming	1	

TABLE 21-8. (Continued)

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Child Welfare	Education
Placements for Which Destinations Could Not be Reported by Phase II Agencies	66	21
Total Number of Phase II Agencies	8	4
Total Number of Children Placed by Phase II Agencies	234	416

FIGURE 21-3. MARYLAND: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO MARYLAND BY LOCAL PHASE II AGENCIES



a. Local Phase II child welfare agencies reported destinations for 168 children. Local Phase II education agencies reported destinations for 395 children.

The reasons why Phase II agencies were involved in this practice are included in Table 21-9. The most frequently mentioned reason for placing children into other states that was reported by Phase II child welfare agencies was because Maryland was perceived to lack services comparable to the receiving state. All child welfare agencies reporting reasons for making out-of-state placements responded positively to this item. Another frequently mentioned reason for placing children into other states was that the agencies wanted the children to live with relatives other than parents.

Table 21-9 shows that other reasons were associated with out-of-state placement practices among Phase II child welfare agencies. For instance, one-half of these agencies had experienced previous success with the out-of-state facility. Also, five agencies indicated that the children had failed to adapt to in-state facilities.

All Phase II school districts reporting their reasons for making out-of-state placements also said that Maryland lacked services comparable to the receiving states. One to two of the four districts also mentioned the other reasons offered to explain the occurrence of out-of-state placements except sending children to live with relatives and sending certain children out-of-state as a matter of standard procedure.

TABLE 21-9. MARYLAND: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting	
	Child Welfare	Education
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	1
Previous Success with Receiving Facility	4	2
Sending State Lacked Comparable Services	8	4
Standard Procedure to Place Certain Children Out of State	1	0
Children Failed to Adapt to In-State Facilities	5	2
Alternative to In-State Public Institutionalization	3	2
To Live with Relatives (Non-Parental)	7	0
Other	4	1
Number of Phase II Agencies Reporting	8	4

a. Some agencies reported more than one reason for placement.

The same agencies reporting reasons for placing children into other states also described the type of setting most frequently selected to receive children. Table 21-10 indicates that the setting for placement most frequently utilized by child welfare agencies and school districts alike was the residential treatment/child care facility. Some Phase II child welfare agencies mentioned using foster homes and other settings most frequently, and one school district reported that boarding or military schools are the setting of choice for their out-of-state placements.

TABLE 21-10. MARYLAND: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting: Child Welfare	Number of AGENCIES Reporting: Education
Residential Treatment/Child Care Facility	3	3
Psychiatric Hospital	0	0
Boarding/Military School	0	1
Foster Home	2	0
Group Home	0	0
Relative's Home (Non-Parental)	2	0
Adoptive Home	0	0
Other	1	0
Number of Phase II Agencies Reporting	8	4

Local Phase II agencies further reported the type and frequency of monitoring practices that were undertaken after a child had been placed out of Maryland. A majority of the responses summarized in Table 21-11 for both agencies indicate that semiannual written progress reports and annual on-site visits are the primary methods of monitoring used by these agencies. All Phase II school districts reported making telephone contact with the placement setting at irregular intervals and one-half of the child welfare agencies reported calling to check on a child's progress on a quarterly basis.

TABLE 21-11. MARYLAND: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]: Child Welfare	Number of AGENCIES[a]: Education
Written Progress Reports	Quarterly	2	0
	Semiannually	6	3
	Annually	0	1
	Other[b]	0	0
On-Site Visits	Quarterly	0	0
	Semiannually	3	0
	Annually	4	3
	Other[b]	0	0
Telephone Calls	Quarterly	4	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	2	4

TABLE 21-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Number of AGENCIES[a] Education
Other	Quarterly	1	0
	Semiannually	1	0
	Annually	0	0
	Other[b]	3	1
Total Number of Phase II Agencies Reporting		8	4

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

All Phase II school districts, and one-half of the Phase II child welfare agencies responded to questions about their expenditures for out-of-state placements in 1978. The four school districts reported spending a total of $1,229,985 for these placements, and reporting child welfare agencies expended $313,743 in public funds for placements in other states.

D. Use of Interstate Compacts by State and Local Agencies

An examination of interstate compact use by state and local agencies for arranging out-of-state placements was of special significance to the study. This part of the profile will detail findings about compact utilization among local agencies first, and then information given by state agencies will be considered.

Table 21-12 displays results concerning the number of local child welfare, education, and mental health agencies which did or did not use a compact in 1978 for arranging out-of-state placements. The information is organized in a manner which will allow for comparisons about compact utilization among the three types of agencies as well as between Phase II agencies and those reporting fewer placements. Additionally, Table 21-12 gives information about the specific type of compact which was used by Phase II agencies.

In total, only 18 agencies reported using interstate compacts to arrange out-of-state placements. All such agencies reporting compact use were responsible for child welfare services. This finding indicates that only 46 percent of the 39 local agencies in Maryland which reported out-of-state placements utilized an interstate compact.

Further review of Table 21-12 indicates that one Phase II and three local child welfare agencies with less than five placements reported a lack of compact use. The seven Phase II child welfare agencies which utilized compacts reported use of the ICPC primarily, but one such agency also used the ICJ. It should also be mentioned that a possible reason for a lack of compact utilization among education and mental health agencies is that their placements were not subject to any compact coverage. Placements in private psychiatric facilities and facilities primarily educational in nature are not covered by any compact.

TABLE 21-12. MARYLAND: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

	Number of AGENCIES		
Local Agencies Which Placed Children Out of State	Child Welfare	Education	Mental Health
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	14	8	5
• Number Using Compacts	11	0	0
• Number Not Using Compacts	3	8	5
• Number with Compact Use Unknown	0	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	8	4	0
• Number Using Compacts	7	0	--
Interstate Compact on the Placement of Children			
Yes	4	0	--
No	1	3	--
Don't Know	3	1	--
Interstate Compact on Juveniles			
Yes	1	0	--
No	7	3	--
Don't Know	0	1	--
Interstate Compact on Mental Health			
Yes	0	0	--
No	8	3	--
Don't Know	0	1	--
• Number Not Using Compacts	1	3	--
• Number with Compact Use Unknown	0	1	--
TOTALS			
Number of AGENCIES Placing Children Out of State	22	12	5
Number of AGENCIES Using Compacts	18	0	0
Number of AGENCIES Not Using Compacts	4	11	5
Number of AGENCIES with Compact Use Unknown	0	1	0

-- denotes Not Applicable.

Additional important information learned about compact utilization among local agencies in Maryland is given in Table 21-13. This table reveals findings about the number of children who were or were not placed out of state with a compact. Altogether, 474 children were placed out of state by local agencies in 1978 without a compact. As suggested in the previous table, the majority of those children were placed by school districts and local mental health agencies. Sixty-four children were placed in other states by local child welfare agencies without the use of an interstate compact.

TABLE 21-13. MARYLAND: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN		
	Child Welfare	Education	Mental Health
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	39	12	10
• Number Placed with Compact Use	11	0	0
• Number Placed without Compact Use	5	12	10
• Number Placed with Compact Use Unknown[a]	23	0	0
CHILDREN PLACED BY PHASE II AGENCIES	234	416	0
• Number Placed with Compact Use[b]	73	0	--
Number through Interstate Compact on the Placement of Children	69	0	--
Number through Interstate Compact on Juveniles	1	0	--
Number through Interstate Compact on Mental Health	0		--
• Number Placed without Compact Use	59	388	--
• Number Placed with Compact Use Unknown	102	28	--
TOTALS			
Number of CHILDREN Placed Out of State	273	428	10
Number of CHILDREN Placed with Compact Use	84	0	0
Number of CHILDREN Placed without Compact Use	64	400	10
Number of CHILDREN Placed with Compact Use Unknown	125	28	0

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placements. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

A graphic summarization of these findings concerning compact utilization among Maryland local agencies is illustrated in Figures 21-4, 5, and 6. Each figure portrays the percentage of placements by type of agency which were noncompact arranged, compact arranged, and undetermined with respect to compact utilization.

FIGURE 21-4. MARYLAND: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

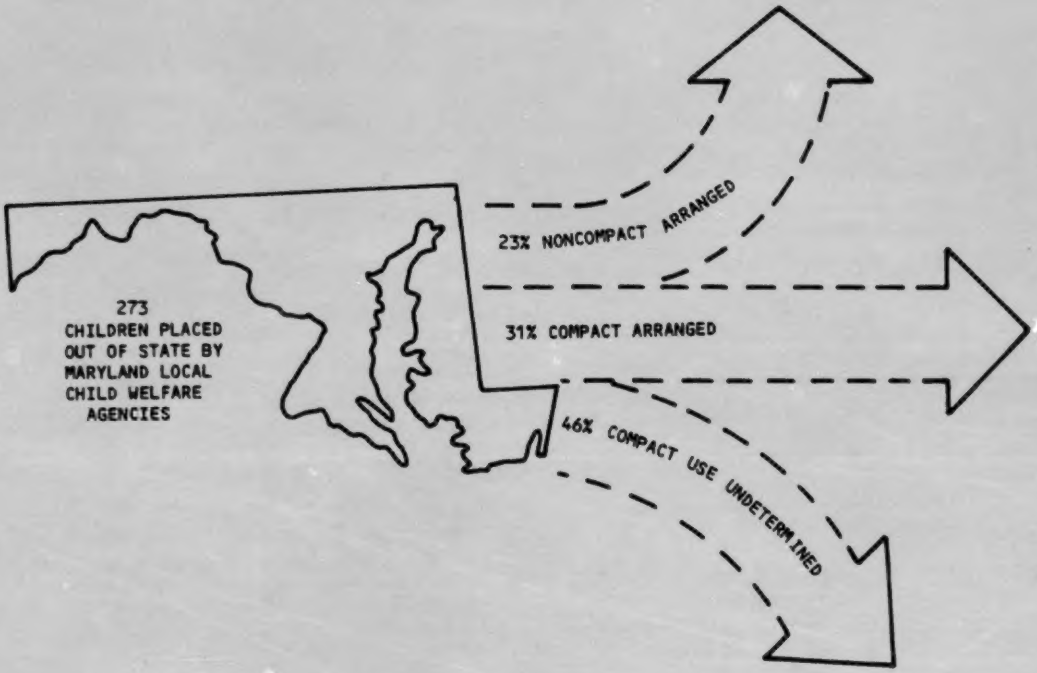


FIGURE 21-3. MARYLAND: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

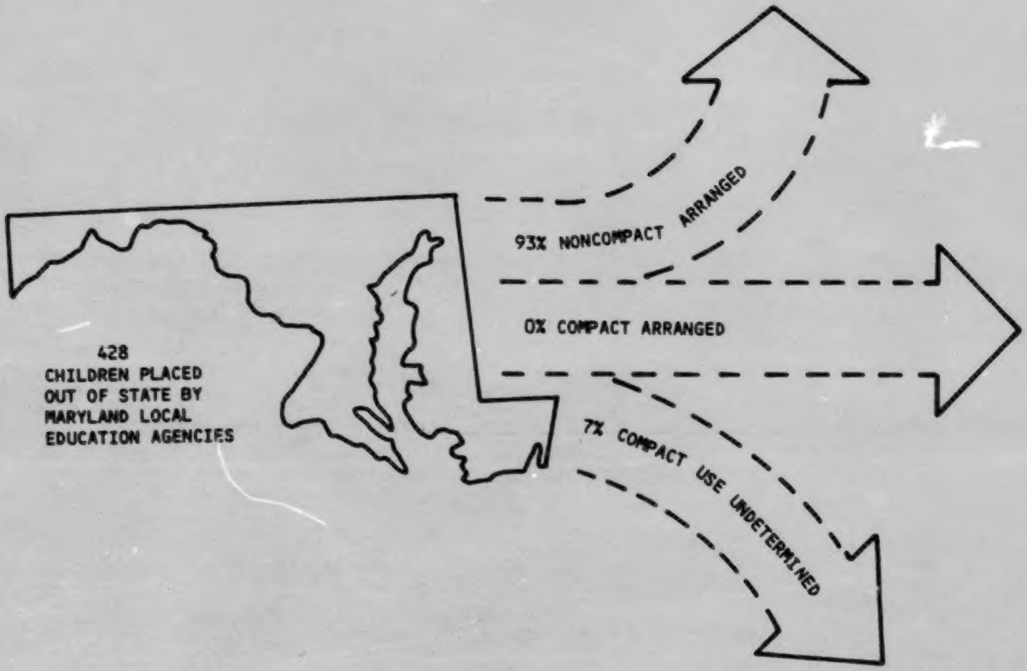


FIGURE 21-6. MARYLAND: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL MENTAL HEALTH AGENCIES IN 1978

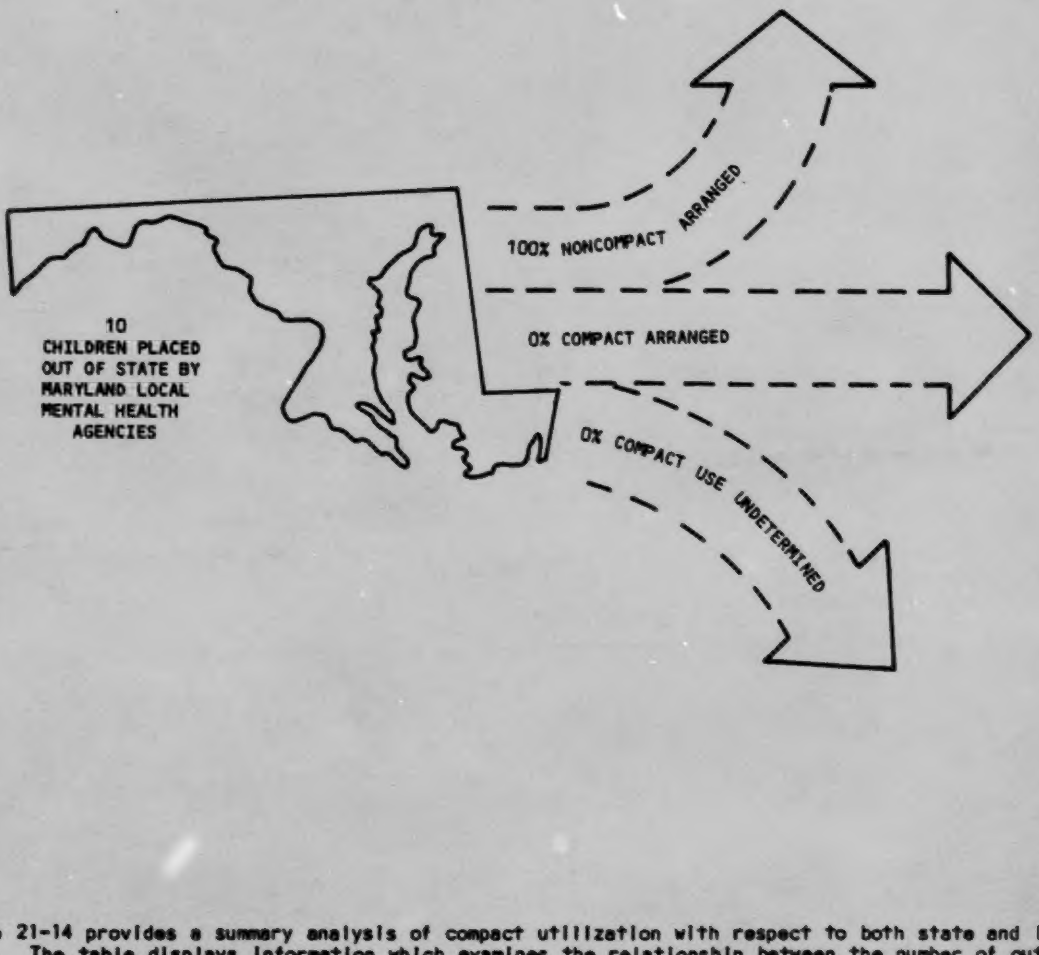


Table 21-14 provides a summary analysis of compact utilization with respect to both state and local agencies. The table displays information which examines the relationship between the number of out-of-state placements arranged by both state and local agencies in 1978, and the total number of compact-arranged placements reported by state agencies. For example, Table 24-14 shows that there were 344 children placed out of state by the state and local child welfare agencies in 1978. The state child welfare agency (DHR) reported a total of 95 compact-arranged placements, which equals 28 percent of the total number of children placed. Comparable assessments are indicated for agencies responsible for other types of services.

TABLE 21-14. MARYLAND: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation
Total Number of State and Local Agency-Arranged Placements	344	428	98	55	11	10
Total Number of Compact-Arranged Placements Reported by State Agencies	95	0	*	55	1	0
Percentage of Compact-Arranged Placements	28	0	*	100	9	0

* denotes Not Available.

a. Juvenile Justice I indicates data reported by the Juvenile Services Administration's Community Services Program. Juvenile Justice II reflects data reported by the Juvenile Services Administration's Interstate Compact on Juveniles Office. The data is discrete and indicative of very few or no compact-arranged placements involving the JSA-Communitiy Services Program.

E. The Out-of-State Placement Practices of State Agencies

Consideration of the findings from the survey of Maryland state agencies begins with Table 21-15, which indicates the number of children placed out of state by these agencies according to their involvement in the placement process. The introductory remarks prefacing Table 21-2 of the profile should be consulted for a description of the state agencies, the policies under which they operate, and their responsibility toward agencies in local government.

The DHR's Social Services Administration reported funding only 24 locally arranged placements in 1978, and did not report on instances of arranging and funding court-ordered placements or participating in the placement process without primary service or fiscal responsibility. The majority of placements, amounting to over 70 percent of the reported total of 95, are those which the agency had knowledge of occurring but in which it was not directly involved. It is noteworthy that the Social Services Administration had reported on 178 fewer placements than were discovered among child welfare agencies at the local level.

The Department of Education reported being involved only in the funding of placements that were arranged by the local school districts. The total of 390 reported approximates but is less than the locally reported placement incidence by 38 children.

The DHMH's Juvenile Service Administration's Community Services Program reported being involved in arranging and funding 98 out-of-state placements that had been ordered by a court. The agency may have been involved in arranging and funding noncourt-ordered placements but data was not available.

The Juvenile Services Administration's Interstate Compact on Juveniles Office estimated that it was involved in 55 out-of-state placements in 1978, primarily by arranging courtesy supervision for placements with relatives in other states. Using the terminology of Table 21-15, these placements would be regarded as arranged but not funded.

While the DHMH's Mental Hygiene Administration reported only one out-of-state placement, the Mental Retardation Administration reported arranging and funding the placement of 10 children into other states. The one placement reported under court-ordered but arranged and funded is also counted in the first category of locally arranged and funded, explaining the total of 10 children reflected at the bottom of the table. Presumably, the respondent included this placement under two categories of involvement because it satisfies the specifications of arranged and funded, as well as of court ordered, but arranged and funded.

TABLE 21-15. MARYLAND: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies					
	Child Welfare	Education	Juvenile Justice[b] I	Juvenile Justice[b] II	Mental Health	Mental Retardation
State Arranged and Funded	0	0	*	0	0	10
Locally Arranged but State Funded	24	390	--	--	0	--
Court Ordered, but State Arranged and Funded	*	0	98	0	1	1
Subtotal: Placements Involving State Funding	*	390	*	0	1	10
Locally Arranged and Funded, and Reported to State	0	0	--	--	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	0	0	0
Other	3	0	0	55	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	95	390	98	55	1	10

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

b. Juvenile Justice I indicates data reported by the Juvenile Services Administration's Community Services Program and Juvenile Justice II indicates data reported by the Juvenile Services Administration's Interstate Compact on Juveniles Office.

State agencies were asked to report the number of children that were sent to specific states and the findings are included in Table 21-16. The DHR's Social Services Administration and the Department of Education did not report the destinations of children placed out of state with their involvement. The DHMH's Juvenile Services Administration, including the Community Services Program, tends to send out-of-state placements to states contiguous to Maryland. Over 70 percent of the children reported placed out of Maryland by the two sub-offices of the DHMH's Juvenile Services Administration went to states bordering Maryland. The state outside of the immediate area which received the most children from this agency was Florida, which received 13 children from the Community Services Program. A total of 15 placements were also made by both offices of the Juvenile Services Administration to the distant states of Idaho and Texas.

Placements by the DHMH's Mental Health and Mental Retardation Administrations were also kept within the region, going to Delaware, the District of Columbia, New Jersey, and Pennsylvania.

TABLE 21-16. MARYLAND: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed					
	Child Welfare	Education	Juvenile Justice[a]		Mental Health	Mental Retardation
			I	II		
Delaware			0	0	0	2
District of Columbia			11	17	1	1
Florida			13	3	0	0
Idaho			7	0	0	0
Kansas			0	1	0	0
Maine			2	0	0	0
Massachusetts			0	1	0	0
New Jersey			0	0	0	1
North Carolina			0	4	0	0
Ohio			2	0	0	0
Pennsylvania			3	7	0	6
South Carolina			0	1	0	0
Tennessee			0	2	0	0
Texas			1	7	0	0
Virginia			57	5	0	0
West Virginia			2	7	0	0
Placements for Which Destinations Could Not be Reported by State Agencies	All	All	0	0	0	0
Total Number of Placements	95	390	98	55	1	10

a. Juvenile Justice I indicates data reported by the Juvenile Services Administration's Community Services Program and Juvenile Justice II indicates data reported by the Juvenile Services Administration's Interstate Compact on Juveniles Office.

The state agencies were also asked to describe the conditions and statuses of the children placed out of Maryland and Table 21-17 summarizes their responses. The DHR's Social Services Administration reported placing children who were emotionally disturbed, as did the Department of Education. The state child welfare agency also said that foster and adopted children were placed, while the other conditions of children mentioned by the education agency included physical, mental, and developmental handicaps.

The JSA's Community Services Program reported placing children with every condition or status offered for description which, when compared to its other state-level counterparts, makes it the agency most broadly involved in the problems of children. The Interstate Compact on Juveniles Office reported placing adjudicated delinquents out of state and suggests similarly broad involvement by noting under an "other" response: "Legally the ICJ only handles delinquent youth; however, many of these children also fall into all of the categories listed above."

The out-of-state placement reported by the Mental Hygiene Administration was that of an emotionally disturbed child. Placements arranged and funded by the Mental Retardation Administration were for care and treatment of children reported to be mentally handicapped and developmentally disabled.

TABLE 21-17. MARYLAND: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

	Agency Type[a]					
			Juvenile Justice[b]			
Types of Conditions	Child Welfare	Education	I	II	Mental Health	Mental Retardation
Physically Handicapped	0	X	X	0	0	0
Mentally Handicapped	0	X	X	0	0	X
Developmentally Disabled	0	X	X	0	0	X
Unruly/Disruptive	0	0	X	0	0	0
Truants	0	0	X	0	0	0
Juvenile Delinquents	0	0	X	X	0	0
Emotionally Disturbed	X	X	X	0	X	0
Pregnant	0	0	X	0	0	0
Drug/Alcohol Problems	0	0	X	0	0	0
Battered, Abandoned, or Neglected	0	0	X	0	0	0
Adopted Children	X	0	X	0	0	0
Foster Children	X	0	X	0	0	0
Other	0	0	0	X	0	0

a. X indicates conditions reported.

b. Juvenile Justice I indicates data reported by the Juvenile Services Administration's Community Services Program and Juvenile Justice II indicates data reported by the Juvenile Services Administration's Interstate Compact on Juveniles Office.

State agencies were asked to describe the type of setting that was most frequently selected to receive children in other states. The DHR's Social Services Administration and the Juvenile Services Administration compact office said that children placed out of Maryland most frequently go to live with relatives. All other state agencies contacted by the study said that the settings most frequently receiving children placed out of Maryland are residential treatment or child care facilities.

The expenditures, according to the source of funds, by state agencies for out-of-state placements are summarized in Table 21-18. Those agencies that reported at least some of their expenditures were the Department of Education, the Juvenile Services Administration's Community Services Program and the Mental Retardation Administration.

Although the expenditure of funds other than state, federal, or local for out-of-state education placements were not reported, the agency did submit that $3,895,000 in state and local funds were allocated and spent on out-of-state placements, over one-half of which came from local sources.

The Juvenile Services Administration's Community Services Program spent nearly one million dollars on placements to other states. These placements were on a 75 percent state and 25 percent federal basis, with no local or other sources contributing to the financing of placements.

The Mental Retardation Administration also spent close to one million dollars in state funds to finance the 10 children reported to have left Maryland in 1978. This agency's total expenditure for these placements was $976,416.

TABLE 21-18. MARYLAND: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type					
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation
• State	*	$1,783,298	$746,915 est	*	*	$976,416
• Federal	*	0	248,971 est	*	*	0
• Local	*	$2,111,702	0	*	*	0
• Other	*	*	0	*	*	0
Total Reported Expenditures	*	$3,895,000	$995,886	*	*	$976,416

* denotes Not Available.

a. Juvenile Justice I indicates data reported by the Juvenile Services Administration's Community Services Program and Juvenile Justice II indicates data reported by the Juvenile Services Administration's Interstate Compact on Juveniles Office.

F. State Agencies' Knowledge of Out-of-State Placements

In each state, state and local officials were asked to report about placements made or arranged by their respective agencies. State officials were also asked to report on the number of such placements made by their counterparts in local government. In other words, state corrections agencies were asked to indicate the total number of out-of-state placements arranged by local courts and probation agencies; state education agencies were asked for comparable data emanating from local school districts. Table 21-19 reflects the results from this line of analysis in Maryland. The table gives the percentage of the total number of state and locally arranged out-of-state placements known to state officials.

A review of Table 21-19 reveals that the state child welfare agency had knowledge of 28 percent of all placements arranged by the DHR's Social Services Administration and the 24 county child welfare departments. In contrast, the Department of Education was aware of 91 percent of the out-of-state placements arranged by local school districts in 1978. Clearly, the state juvenile justice and mental retardation agencies needed to only report about placements involving their own agencies. Finally, it can be seen that the state agency responsible for mental health services had no knowledge of the 10 out-of-state placements arranged by the community mental health centers.

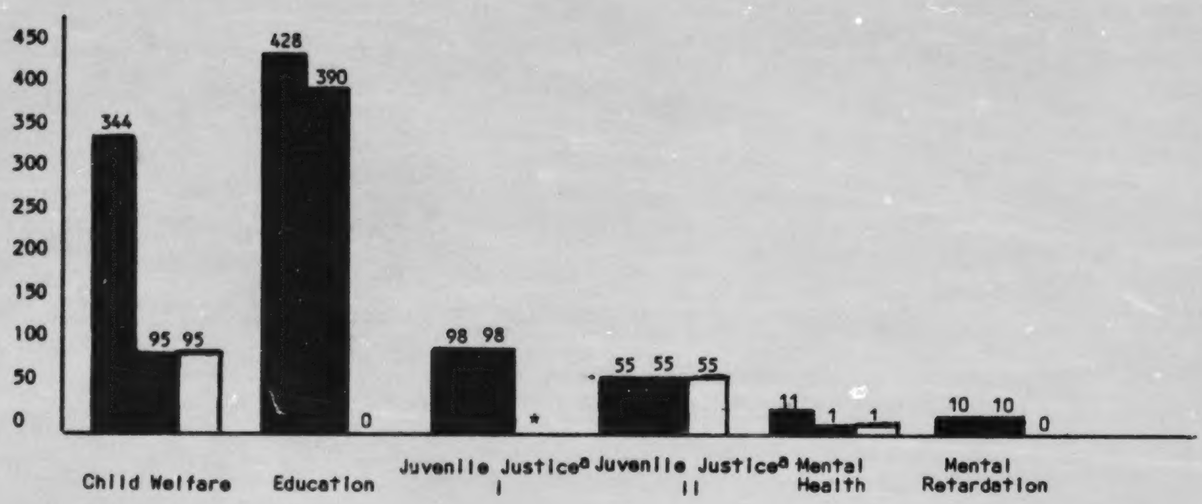
TABLE 21-19. MARYLAND: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice[a]		Mental Health	Mental Retardation
			I	II		
Total Number of State and Local Agency Placements	344	428	98	55	11	10
Total Number of Placements Known to State Agencies	95	390	98	55	1	10
Percentage of Placements Known to State Agencies	28	91	100	100	9	100

a. Juvenile Justice I indicates data reported by the Juvenile Services Administration's Community Services Program and Juvenile Justice II indicates data reported by the Juvenile Services Administration's Interstate Compact on Juvenile Office.

Figure 21-7 graphically reflects the data in Table 21-19, as well as the number of compact-arranged placements known to state agencies. The figure points out that except for education and mental retardation, state agency knowledge of out-of-state placements is predicated upon compact utilization. The state education agency's knowledge of out-of-state placements is linked to the approval process described in section III. One can infer that 390 of the 428 out-of-state placements arranged by local school districts were approved by the DOE. Fiscal accountability procedures are probably associated with the state mental retardation agency's knowledge of placements involving that agency.

FIGURE 21-7. MARYLAND: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



* denotes Not Available.

■ State and Local Placements

■ State and Local Placements Known to State Agencies

□ State and Local Compact-Arranged Placements Reported by State Agencies

a. Juvenile Justice I indicates data reported by the Juvenile Services Administration's Community Services Program and Juvenile Justice II indicates data reported by the Juvenile Services Administration's Interstate Compact on Juveniles Office.

V. CONCLUDING REMARKS

Some general conclusions about the out-of-state placement practices of public agencies may be drawn from the study's survey results.

- Out-of-state placement is generally a highly urban phenomenon in Maryland, with most children leaving the state from agencies in the Baltimore and District of Columbia SMSAs. The practice is very widespread among child welfare agencies, but the majority of their placements came from urban areas. Placement activity is somewhat more localized among school systems, with SMSA county districts, especially Montgomery County, reporting the bulk of education placements.

- There seems to be a trend of using the resources of contiguous states, especially the District of Columbia, Pennsylvania, and Virginia, to compensate for the lack of resources in Maryland that all Phase II agencies expressed.

- Interstate compacts are not highly utilized to place children out of Maryland. In addition, the most frequent type of placement monitoring undertaken by agencies is the receipt of semiannual written progress reports and quarterly telephone contact.

- All agency types reported involvement in the placement of children with a wide variety of conditions or statuses. The emotionally disturbed child was most frequently mentioned by state and local agencies as having been placed out of Maryland. Child welfare and education agencies, which placed over 600 children, reported a relatively low incidence of interagency cooperation in making those placements.

- The Montgomery County school district placed more children out of state than the total number of placements reported for entire states. The next highest incidence reported by a Maryland school district was only 10 percent of that reported by Montgomery County.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Maryland in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

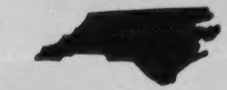
FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. Cost and Service Impacts of Deinstitutionalization of Status Offenders in Ten States: "Responses to Angry Youth" (Washington, D.C.: Arthur D. Little, Inc., October 1977).



A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN NORTH CAROLINA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Paul Peeples, Right to Education Specialist, Division for Exceptional Children, Department of Public Instruction; Calvin Criner, former Director, Division of Non-Public Schools, Department of Public Instruction; Lenore Behar, Chief of Child Mental Health Services, Division of Mental Health, Retardation, and Substance Abuse Services, Department of Human Resources; Peggy Johnson and Sue Glasby, Division of Social Services, Department of Human Resources; and Robert Henkle, Governor's Crime Commission, Department of Crime Control and Public Safety.

II. METHODOLOGY

Information was systematically gathered about North Carolina from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policy and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A departure was taken from the study's usual methodological procedures and guidelines in the survey of the 41 North Caroline local mental health and mental retardation agencies. Ten percent of the total were contacted by telephone to verify the Division of Mental Health, Mental Retardation, and Substance Abuse Services (DMH/MR/SAS) information that these local agencies cannot and do not place children out of North Carolina. In section III of this profile, an attorney general's opinion is cited, pointing to a restriction on local mental health and mental retardation agencies in out-of-state placement activity. One placement, however, was discovered during the data collection. The sample was then expanded and, after contacting 50 percent of these agencies, including some in both rural and urban counties, several border counties, and the largest cities in the state, no other placement activity was found. It was determined that the one reported placement was an anomaly. A summary of the data collection effort in North Carolina appears below in Table 34-1.

TABLE 34-1. NORTH CAROLINA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DHR officials	Telephone Interview Mailed Survey: DPI officials	Telephone Interview Mailed Survey: DHR officials Telephone Survey: All state district courts[a]	Telephone Interview Mailed Survey: DHR officials
Local Agencies[a]	Telephone Survey: 100 local child welfare agencies	Telephone Survey 145 local school districts	Not Applicable (State Offices)	Telephone Survey: 50 percent sample of the 41 local MH/MR centers to verify state information[b]

a. The telephone survey was conducted by Blackwater Associates of Columbia, South Carolina, under a subcontract to the Academy.

b. Information attributed in this profile to the state's local MH/MR centers was gathered from the state mental health and mental retardation agency and the 50 percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

North Carolina has the 29th largest land area (48,798 square miles) and is the 11th most populated state (5,441,366) in the United States. Its largest city is Charlotte with a population of over 281,000. Raleigh, the capital, has a population of over 134,000. North Carolina has 100 counties. The 1978 estimated population of persons eight to 17 years old was 965,843.

North Carolina shares a Standard Metropolitan Statistical Area (SMSA) with Virginia's Norfolk, Virginia Beach, and Portsmouth, as well as having four other SMSAs within the state. It shares common borders with four states: Georgia, South Carolina, Tennessee, and Virginia.

North Carolina ranks 47th nationally in total state and local per capita expenditures, 32nd in per capita expenditures for education, and 48th in per capita expenditures for public welfare.[1]

B. Child Welfare

Almost all state-provided social services for children and youth are supervised by the North Carolina Department of Human Resources (DHR). The DHR supervises these diverse services through its four regional offices. The services are federal, state, and county funded.

The DHR's Division of Social Services (DSS), through its specialized Children's Services Branch, supervises and funds adoption, foster care, and child protective services. The DSS also administers both the Interstate Compact on the Placement of Children (ICPC) and the Interstate Compact on Juveniles (ICJ). North Carolina has been a member of these compacts since 1971 and 1965, respectively. Services and service-related activities include the licensing of foster care facilities, including child care institutions, payment of out-of-home residential care, and the monitoring and supervision of the 100 county-operated departments of social services.

North Carolina's 100 county-administered social services departments enjoy a great deal of autonomy in operational areas, while having a close working relationship and shared responsibilities with state government agencies. Although the Social Services Commission establishes licensure standards and other operational policies, and the Division of Social Services promulgates program guidelines, a large portion of the service-delivery decisions are determined autonomously at the local level. This autonomy apparently results in a trade-off between variations in service delivery and the development of a communication network for their counterpart state agencies. In this role, local agencies serve as monitoring resources for state standards compliance, supervisors over local placements, and as communication agents, informing state-level decisionmakers of current local practices.

The DSS's Children's Services Branch, in administering the interstate compacts, has had some difficulty with courts disregarding the compacts and directly ordering placements to out-of-state residential facilities. However, in terms of receiving children into North Carolina, any residential child care program in the state which is required to meet standards adopted by the Social Services Commission for licensure is subject to the provisions of the ICPC. These facilities are to advise parents, out-of-state agencies, and courts that a child cannot be admitted until compact procedures are followed. These requirements are not applied to facilities that are not required to meet standards adopted by the Social Services Commission.

The Social Services Commission is charged with the responsibility of establishing licensing standards and other policies relating to social services delivery. This mechanism ensures that local government and the private sector will have access to state decisionmakers. Normally, children in need of child welfare services come to the county social services departments through juvenile court referrals, protective service activities, or categorical assistance programs. When a child is found to be abused, neglected, or dependent, the district court may transfer custody to the county department of social services. When no state funds are involved and parents are heavily involved in working out the placement agreed upon, there may be instances of out-of-state placements that are not reported to the state agency.

C. Education

North Carolina's Department of Public Instruction (DPI) has the major responsibility for its educational system. Within DPI is a Division for Exceptional Children (DEC) which is directly involved with the placement of children in other states. The former Division of Non-Public Schools (DNPS), on the other hand, was responsible for licensing and accrediting private boarding schools that received children from out of state at the time of the study.

There were 145 local school districts in North Carolina at the time of this study offering special education services as well as the normal K-12 curriculum. North Carolina General Statute 115-315.7 through 315.12 provides Educational Expense Grants for Exceptional Children. These grants are used to enable handicapped children to obtain an education in an approved school either in the state or out of state, if local public schools cannot meet their educational needs. DPI/DEC administers grants of $2,000 per year for each eligible child. The state agency function is primarily one of placement approval and disbursement of funds to local school systems receiving placements that have been processed and approved by the handicapped child's home school district.

The local school superintendent, in fulfilling the role of identifying valid grant candidates, cooperating in the placement selection, and arranging for required additional placement funding, works with a number of state and local agencies. A local superintendent may cooperate with a county department of social services, a local agency receiving Title XX funds, an in-state or out-of-state residential facility, the county commissioners, the district courts, or the area mental health clinic in developing a funding package adequate to meet the needs of the child to be placed. Subsequent to the State Board of Education's approval of a child's proposed educational program, this local and state agency cooperation helps in the placement of North Carolina children in out-of-state facilities. At the time of the study, the state board was not involved in program approval and was not necessarily apprised of all out-of-state placements.

D. Juvenile Justice

The Administrative Office of the Courts (AOC) has responsibility for the state's district courts with juvenile jurisdiction. The AOC also has a Juvenile Service Division responsible for juvenile probation and aftercare. Juvenile court counselors located in each district court supervise youth on probation. Processing juvenile court cases, from intake to disposition, is the responsibility of the district juvenile court judge. The number of judges in each district varies considerably. These judges hear juvenile cases in courts in each of the 100 counties.

Institutional services for delinquent children are provided at the state level by the Division of Youth Services (DYS) in the Department of Human Resources, which operates six correctional institutions around the state. Administration of the ICJ, however, is within the Division of Social Services. Because of the decisionmaking powers of the court, informal agreements may be reached with parents, guardians, and interested agencies for alternatives to judicial dispositions. This informal process may involve out-of-state courtesy probation under another court's jurisdiction, or placement in a private child care facility either in or out of state. The decision to disregard the state's interstate compact services when these informal alternatives are offered is dependent upon the state court and is not reported to the compact office. Funding for the out-of-state placement requires local or private resources because there are no state funds available for out-of-state placements.

E. Mental Health and Mental Retardation

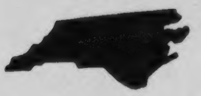
The Department of Human Resources, Division of Mental Health, Mental Retardation, and Substance Abuse Services (DMH/MR/SAS) provides a number of services, mainly through its Child Mental Health Section (CMHS). DMH/MR/SAS also provides a large percentage of funding for 41 locally administered public mental health centers. Although North Carolina has been a member of the Interstate Compact on Mental Health since 1959, DHR, DMH/MR/SAS, and the local area mental health centers do not place out of state since this practice is proscribed under a recent attorney general's opinion. His opinion stressed the abrogation of patients' rights in out-of-state placements in that the state's protection of patients could not be extended beyond the state's boundaries. The opinion also questions the expenditure of state funds for out-of-state services.

F. Recent Developments

The 1979 North Carolina General Assembly enacted legislation to establish a state-level New Generation Interagency Committee as a means of strengthening families within the state and to improve services to these families and their children. The legislation also authorized (but does not require) the establishment of county-level committees aimed at the same purpose, to be initiated by any board of county commissioners.[2]

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

This section of the North Carolina profile presents the results of the survey of state and local agencies in summary tables and offers some descriptive remarks about the information that they provided. The information has been organized in such a way that it addresses the issues and concerns that were raised in Chapter 1 with regard to the placement of children out of their state of residence.



A. The Number of Children Placed in Out-of-State Residential Settings

The presentation of survey findings begins with a summary of all out-of-state placement activity that was discovered among state and local agencies in North Carolina. This summary, contained in Table 34-2, is offered to set the stage for the more detailed data to follow.

In one column there is information from a state child welfare/juvenile justice agency, and in another column information from another state juvenile justice agency. The former category of information was provided by the Department of Human Resources and the latter category indicates information provided by the state courts. A note should be made in regard to out-of-state placements reported by the Department of Human Resources. As discussed in Chapter 1, the study's purpose was to report the incidence rate of out-of-state practices in 1978. The DHR reported that a total of 192 children had been placed out of North Carolina in years previous to 1978 but could not determine the specific number of such placements arranged during 1978. The only reported placements that were determined to have been initiated in 1978 were 25 adoptive placements.

The majority of out-of-state placements made by public agencies came from local child welfare agencies and the state district courts. Placement by these agencies accounted for 93 percent of these reflected in Table 34-2. Local education agencies arranged 24 out-of-state placements in 1978. The low placement activity by the state and local mental health and mental retardation agencies reflects the successful implementation of policies discussed in section III (i.e., no state monies exist for out-of-state placement purposes).

TABLE 34-2. NORTH CAROLINA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*[b]	0	134	4	138
Local Agency Placements	268[c]	24	--	1	293
Total	268	24	134	5	431

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 34-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The Department of Human Resources could only report 25 adoption placements which were arranged out of state in 1978. The department also reported 192 placements which had been made prior to and including the 1978 reporting years.

c. Represents only local child welfare placements; juvenile justice services are a state-level activity.

Table 34-3 further defines out-of-state placement activities among local North Carolina agencies by listing incidence figures for each agency in each county of North Carolina. One local child welfare agency predominates among the ones which reported out-of-state placements. This agency, which reported 73 placements, serves Cumberland County which is the Fayetteville SMSA. Placements by the other local child welfare agencies came from throughout the state, but primarily from agencies in the large urban counties. Over one-half of the 19 SMSA counties wer responsible for nearly 50 percent of all reported child welfare placements. Higher placement incidences also occurred in Guilford, Onslow, and Catawba

Counties. In total, 79 percent of all child welfare placements were made by counties having juvenile populations over 10,000. Among less populated counties, the Vance County (also a border county to Virginia) child welfare agency placed the most children out of state in 1978, with a total of six reported placements.

The pattern of placements by the local school districts is quite similar to what was found for local child welfare agencies. While the total number of placements by these agencies is relatively few, more than one-half of the 24 children were placed by agencies serving more populated counties. The largest number of children placed by local education agencies was placed by one school district in Mecklenburg County, a border SMSA county. The only mental health/mental retardation placement was reported by the Alamance-Caswell Counties' agency, the former county being part of an SMSA and the latter, a far less-populated one, bordering Virginia.

TABLE 34-3. NORTH CAROLINA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Mental Health and Mental Retardation
Alamance	17,313	2	0	--
Alexander	4,066	0	0	--
Alleghany	1,382	0	0	--
Anson	4,628	0	0	--
Ashe	3,494	0	0	--
Avery	2,443	0	0	--
Beaufort	6,996	3 est	1	--
Bertie	4,277	2	1	--
Bladen	5,438	2	0	--
Brunswick	6,173	4	1	--
Buncombe	24,004	4 est	1	--
Burke	11,514	*	0	--
Cabarrus	13,143	3	0	--
Caldwell	11,777	5	0	--
Camden	1,161	0	0	--
Carteret	6,024	2	0	--
Caswell	3,806	2	0	--
Catawba	17,668	12 est	0	0
Chatham	5,383	0	1	--
Cherokee	2,871	0	0	--
Chowan	2,006	0	0	--
Clay	960	2	0	--
Cleveland	14,478	2	0	0
Columbus	9,728	2	0	--
Craven	12,266	8 est	0	--
Cumberland	42,204	73 est	1	0
Currituck	1,711	0	0	--
Dare	1,423	1	0	--
Davidson	18,331	3	1	0
Davie	3,653	0	0	--
Duplin	7,446	1	0	--
Durham	21,975	*	0	0
Edgecombe	11,350	2 est	0	--
Forsyth	39,216	7	0	--
Franklin	4,972	0	0	--

TABLE 34-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Child Welfare	Education	Mental Health and Mental Retardation
Gaston	28,633	0	0	--
Gates	1,480	0	1	--
Graham	1,347	0	0	--
Granville	6,180	0	0	--
Greene	3,077	0	0	--
Guilford	51,232	19 est	0	0
Halifax	10,796	3	0	0
Harnett	9,279	3	0	--
Haywood	7,258	1	0	--
Henderson	7,911	4	0	--
Hertford	4,624	0	0	--
Hoke	3,917	0	0	--
Hyde	979	0	0	--
Iredell	13,987	4	1	--
Jackson	3,548	0	0	--
Johnston	11,738	2	1	0
Jones	1,779	0	0	--
Lee	6,115	4	0	--
Lenoir	10,648	0	0	0
Lincoln	6,804	0	0	--
McDowell	6,011	0	0	--
Macon	2,578	0	0	--
Madison	2,681	2	0	--
Martin	4,936	0	0	--
Mecklenburg	67,667	4	7	0
Mitchell	2,245	0	0	--
Montgomery	3,534	0	0	--
Moore	7,331	0	0	--
Nash	11,782	5	0	--
New Hanover	16,996	*	0	--
Northhampton	4,387	3	0	--
Onslow	19,554	17 est	0	0
Orange	9,131	3	1	--
Pamlico	1,627	0	0	--
Pasquotank	4,844	0	0	--
Pender	3,820	0	0	--
Perquimans	1,397	0	0	--
Person	5,008	0	0	--
Pitt	12,708	5	0	0
Polk	1,868	0	1	--
Randolph	14,423	0	0	0
Richmond	7,580	0	1	--
Robeson	19,511	9	0	--
Rockingham	13,845	5	0	0
Rowan	14,823	3 est	0	--
Rutherford	8,706	2	1	--
Sampson	8,976	0	0	--
Scotland	5,572	3 est	1	--
Stanly	7,409	3 est	0	--
Stokes	4,995	0	0	--

TABLE 34-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Mental Health and Mental Retardation
Surry	9,684	0	0	--
Swain	1,855	0	0	--
Transylvania	3,706	0	0	--
Tyrrell	621	0	0	--
Union	11,898	8	*	--
Vance	6,193	6	0	--
Wake	44,592	4 est	2	0
Warren	3,169	0	0	--
Washington	2,866	0	0	--
Watauga	3,873	0	0	--
Wayne	17,164	4	0	0
Wilkes	9,667	0	0	--
Wilson	11,120	0	0	--
Yadkin	4,391	0	0	--
Yancey	2,487	0	0	--
Multicounty Jurisdictions				
Stanly, Cabarrus, Union		--	--	0
Pasquotank, Chowan, Perquimans, Camden, Dare, Currituck		--	--	0
Craven, Jones, Pamlico		--	--	0
Edgecombe, Nash		--	--	0
Gaston, Lincoln		--	--	0
Wilson, Greene		--	--	0
Lee, Harnett		--	--	0
Transylvania, Henderson		--	--	0
Rutherford, Polk		--	--	0
Surry, Yadkin		--	--	0
Rowan, Iredell, Davie		--	--	0
Alleghany, Ashe, Avery, Watauga, Wilkes		--	--	0
Hertford, Bertie, Gates, Northampton		--	--	0
Caldwell, Burke, Alexander, McDowell		--	--	0
Orange, Person, Chatham		--	--	0
Vance, Warren, Granville, Franklin		--	--	0
Beaufort, Washington, Tyrrell, Hyde, Martin		--	--	0

TABLE 34-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978: Child Welfare	Education	Mental Health and Mental Retardation
Multicounty Juristictions (continued)				
Moore, Hoke, Richmond, Montgomery, Anson		--	--	0
Forsyth, Stokes		--	--	0
Jackson, Haywood, Macon, Cherokee, Clay, Graham, Swain		--	--	0
Buncombe, Madison, Mitchell, Yancey		--	--	0
Sampson, Duplin		--	--	1
Alamance, Caswell		--	--	0
New Hanover, Brunswick, Pender		--	--	0
Robeson, Bladen, Scotland, Columbus		--	--	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		268 est	24	1
Total Number of Local Agencies Reporting		100	145	41

-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

This section of the survey results from local government agencies begins with a description of the extent of local agencies' involvement in out-of-state placement. Table 34-4 indicates that the study received an excellent response rate among local agencies in North Carolina. All agencies contacted participated in the survey and only three local child welfare agencies, serving Burke, Durham, and New Hanover Counties, and one school district, located in Union County, could not report fully on their placement activities in 1978.

Less than one-half of the 100 child welfare agencies contacted reported placing children into other states in 1978 for care and treatment, as did 12 percent of the local school districts. Only one mental health agency reported being involved in out-of-state placements in that year.

TABLE 34-4. NORTH CAROLINA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Child Welfare	Education	Mental Health and Mental Retardation
	Number of AGENCIES, by Agency Type		
Agencies Which Reported Out-of-State Placements	46	17	1
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	3	1	0
Agencies Which Did Not Place Out of State	51	127	40
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	100	145	41

The reasons why out-of-state placements were not made by nonplacing local agencies were elicited. These reasons appear with the number of agencies responding to them in Table 34-5. Seventy-three percent of the local child welfare agencies reported that placements were not made out of North Carolina because the state had sufficient services available to meet the children's needs. Eight agencies reported that they lacked sufficient funds. Interestingly, three agencies reported that they lacked statutory authority to place out of state. Among the "other" responses, one agency reported that it was not aware of available out-of-state resources.

The local school districts gave responses similar to those of the child welfare agencies, but at a generally higher frequency. Again, specified in the "other" category, several school districts stated that parents disapproved of using an out-of-state placement setting, two agencies were not aware of existing out-of-state services, and two agencies stated that placement out of state was against the districts' policy.

Over three-fourths of the local mental health and mental retardation agencies reported that placements were not made out of North Carolina because they lacked statutory authority to do so, demonstrating widespread awareness of the prohibition against using public funds to support out-of-state placements. Several agencies stated that they did not have the funds for out-of-state placement purposes and others felt that they had sufficient services in North Carolina. Among the responses specified in the "other" category, four agencies stated that it was against their policy, three agencies reported that parents disapproved of out-of-state placement, and two agencies stated that they were unfamiliar with available out-of-state resources.

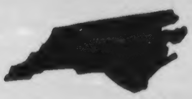


TABLE 34-5. NORTH CAROLINA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s) Child Welfare	Education	Mental Health and Mental Retardation
Lacked Statutory Authority	3	6	31
Restricted[b]	0	1	0
Lacked Funds	8	49	15
Sufficient Services Available In State	37	110	7
Other[c]	35	35	14
Number of Agencies Reporting No Out-of-State Placements	51	127	40
Total Number of Agencies Represented in Survey	100	145	41

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Public agencies sometimes enlist the assistance of other public agencies in out-of-state placement processing. Table 34-6 indicates the extent to which local agencies in North Carolina reported the occurrence of interagency cooperation in making out-of-state placements in 1978 and the number of placements which were subject to this collaboration. The table indicates that this type of involvement was less frequent for the placing school districts than for the local child welfare agencies. About 83 percent of the child welfare agencies reported cooperating with other public agencies in the course of placing 52 percent of the children out of state. Thirty-five percent of the local school districts, on the other hand, reported enlisting the aid of other public agencies in making 50 percent of all placements. The one mental health and mental retardation agency which reported an out-of-state placement in 1978 cooperated in the arrangement of that placement.

The discussion in sections II and III of this profile about the placement policy and practices of local mental health and mental retardation agencies described an out-of-state placement restriction due to an attorney general's opinion and the subsequent prohibition on the use of state funds for such placements. The one placing agency's report of interagency cooperation in its one placement may explain this occurrence, despite the above-mentioned restrictions.

TABLE 34-6. NORTH CAROLINA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Mental Health and Mental Retardation	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	46	46	17	12	1	2
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	38	83	6	35	1	100
Number of CHILDREN Placed Out of State	268	100	24	100	1	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	140	52	12	50	1	100

a. See Table 34-4.

All local agencies reporting out-of-state placements were asked to describe the characteristics of the children placed in 1978, according to a list of conditions and statuses. Table 34-7 indicates that, by far, battered, abandoned, or neglected children were reported to be placed out of North Carolina by local child welfare agencies. Adopted children were also mentioned with a high frequency. Unruly/disruptive and mentally ill and emotionally disturbed children were equally mentioned as being sent out of North Carolina for treatment and care. Children with problems related to substance abuse, physically handicapped children, and youth in need of special education were also reported by the local child welfare agencies to be sent out of state.

The local school districts reported sending children who had special education needs, as well as children who were mentally ill, or mentally retarded or developmentally disabled, out of state in 1978. Some children with multiple handicaps were also sent out of North Carolina by local school districts. Single districts reported sending autistic children and unruly/disruptive youth to another state. The one child sent by the mental health and mental retardation agency was described as mentally ill/emotionally disturbed.

TABLE 34-7. NORTH CAROLINA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting Child Welfare	 Education	 Mental Health and Mental Retardation
Physically Handicapped	2	2	0
Mentally Retarded or Developmentally Disabled	0	7	0
Unruly/Disruptive	5	1	0
Truant	0	0	0
Juvenile Delinquent	0	0	0
Mentally Ill/Emotionally Disturbed	5	7	1
Pregnant	0	0	0
Drug/Alcohol Problems	2	0	0
Battered, Abandoned, or Neglected	39	0	0
Adopted	14	0	0
Special Education Needs	1	8	0
Multiple Handicaps	1	5	0
Other[b]	12	1	0
Number of Agencies Reporting	46	17	1

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of North Carolina's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them.

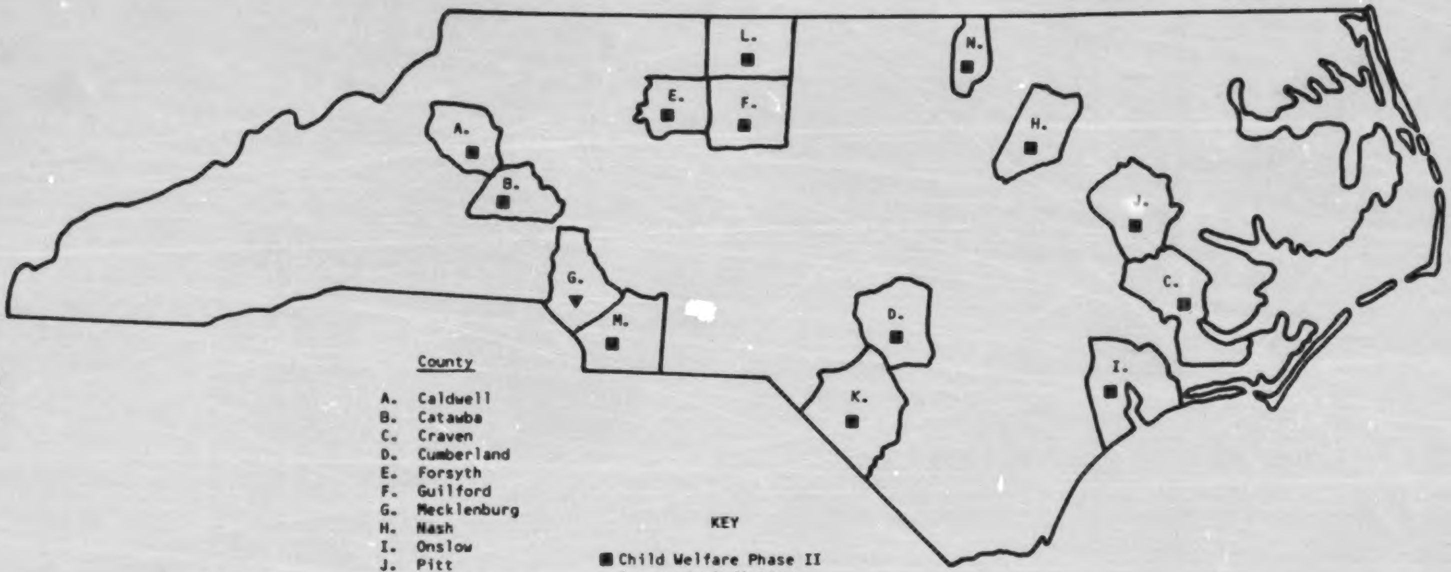
The relationship between the number of local agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 34-1. Clearly, Phase II agencies represent a relatively small proportion of the agencies which actually arranged out-of-state placements in 1978. However, Figure 34-1 also shows that the placements arranged by Phase II child welfare agencies account for a significant percentage of the total number of out-of-state placements reported by both local child welfare agencies.

FIGURE 34-1. NORTH CAROLINA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II BY AGENCY TYPE

	Child Welfare	Education
Number of AGENCIES	100	145
Number of AGENCIES Reporting Out-of-State Placements in 1978	46	17
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	13	1
Number of CHILDREN Placed Out of State in 1978	268	24
Number of CHILDREN Placed by Phase II Agencies	179	7
Percentage of Reported Placements in Phase II	67	29

Figure 34-2 illustrates the county jurisdictions of the local Phase II agencies. The map pinpoints the location of the 14 counties which contained Phase II agencies. Five of these counties are within SMSAs: Cumberland, Forsyth, Guilford, Mecklenburg, and Union.

FIGURE 34-2. NORTH CAROLINA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



County

A.	Caldwell
B.	Catawba
C.	Craven
D.	Cumberland
E.	Forsyth
F.	Guilford
G.	Mecklenburg
H.	Nash
I.	Onslow
J.	Pitt
K.	Robeson
L.	Rockingham
M.	Union
N.	Vance

KEY

■ Child Welfare Phase II Agency Jurisdiction

▼ Education Phase II Agency Jurisdiction

Those local Phase II agencies were asked to report the number of children who were placed in various states. Reported destinations are summarized in Table 34-8. All seven local education placement destinations were reported, while only 43 of the 179 children's destinations were reported by the 13 Phase II child welfare agencies. The Phase II child welfare agencies most frequently sent children into neighboring Virginia. Next in frequency of use was Tennessee, which received four children. Children were sent to a total of 23 states throughout the country, and the District of Columbia, including the states which are contiguous to North Carolina and to two very distant states, Alaska and Hawaii.

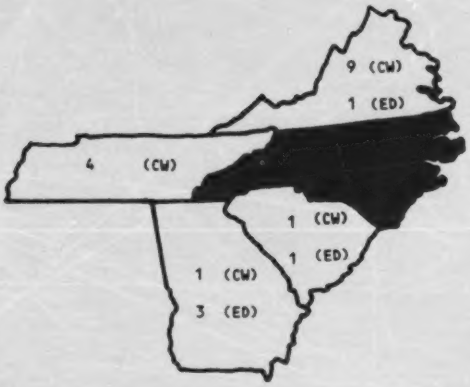
The one Phase II local school district located in Mecklenburg County placed children into five states, which included three border states: Georgia, South Carolina, and Virginia.

TABLE 34-8. NORTH CAROLINA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Child Welfare	Education
Alabama	1	0
Alaska	2	0
California	2	0
Connecticut	1	0
District of Columbia	1	0
Florida	3	0
Georgia	1	3
Hawaii	1	0
Illinois	1	0
Louisiana	2	0
Maryland	2	0
Massachusetts		1
Michigan	1	0
New Jersey	1	0
New York	3	0
Ohio	2	0
Oregon	1	0
South Carolina	1	1
Tennessee	4	0
Texas	1	1
Utah	1	0
Virginia	9	1
West Virginia	1	0
Wisconsin	1	0
Placements for Which Destinations Could Not be Reported by Phase II Agencies	136	0
Total Number of Phase II Agencies	13	1
Total Number of Children Placed by Phase II Agencies	179	7

Figure 34-3 complements the destination information provided in Table 34-8 by illustrating the placements made by the reporting local agencies to states contiguous to North Carolina. Forty percent of the children for whom destinations were reported were placed in border states.

FIGURE 34-3. NORTH CAROLINA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO NORTH CAROLINA BY LOCAL PHASE II AGENCIES[a]



[a] Local Phase II child welfare agencies reported destinations for 43 children. Local Phase II education agencies reported the destinations for seven children.

The local Phase II agencies reported their reasons for placing children out of North Carolina. Their responses can be found in Table 34-9. The 13 Phase II child welfare agencies most often mentioned that they placed out of state in order to have children live with relatives. One agency reported that out-of-state placements were an alternative to using a state institution. The one reporting local school district gave three reasons why the seven children were placed out of North Carolina. The district felt that they had previous success with a facility, that the child could not adapt to an in-state placement setting, and that the setting chosen was an alternative to using a public North Carolina institution.

TABLE 34-9. NORTH CAROLINA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting Child Welfare	Education
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	0
Previous Success with Receiving Facility	0	1
Sending State Lacked Comparable Services	0	0
Standard Procedure to Place Certain Children Out of State	0	0
Children Failed to Adapt to In-State Facilities	0	1
Alternative to In-State Public Institutionalization	1	1
To Live with Relatives (Non-Parental)	12	0
Other	3	0
Number of Phase II Agencies Reporting	13	1

a. Some agencies reported more than one reason for placement.

Local Phase II agencies also reported the type of setting that was most frequently selected to receive children in that year. Their responses are summarized in Table 34-10. Foster homes or relatives' homes were the settings most frequently used by the local child welfare agencies. Residential treatment or child care facilities most frequently received children placed out of state by the reporting local school district in North Carolina.

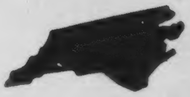


TABLE 34-10. NORTH CAROLINA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Child Welfare	Education
Residential Treatment/Child Care Facility	0	1
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	4	0
Group Home	0	0
Relative's Home (Non-Parental)	9	0
Adoptive Home	0	0
Other	0	0
Number of Phase II Agencies Reporting	13	1

Table 34-11 describes the monitoring practices used by Phase II agencies for out-of-state placements in 1978. Most child welfare agencies receive quarterly or semiannual written progress reports. Several agencies reported making telephone calls to the placement setting on an irregular or quarterly basis. In addition, a few child welfare agencies reported making on-site visits to assess children's progress at irregular intervals.

The local school district stated that annual written progress reports and telephone calls were used to keep informed about children placed out of state in 1978.

TABLE 34-11. NORTH CAROLINA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Education
Written Progress Reports	Quarterly	7	0
	Semiannually	5	0
	Annually	0	1
	Other[b]	1	0
On-Site Visits	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	3	0
Telephone Calls	Quarterly	1	0
	Semiannually	0	0
	Annually	0	1
	Other[b]	4	0
Other	Quarterly	2	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	3	0
Total Number of Phase II Agencies Reporting		13	1

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Local expenditures were also reported by these same Phase II agencies. Six of the 13 local child welfare agencies reported spending $40,301 for out-of-state placement purposes. The local school district reported supplying $14,000 in support of its out-of-state placements.

D. Use of Interstate Compacts by State and Local Agencies

The survey of local agencies in North Carolina also determined the extent to which interstate compacts were utilized to arrange out-of-state placements. A review of Table 34-12 indicates that 16 of the 64 agencies which placed children out of state in 1978 reported that none of their placements were arranged through an interstate compact. Among local child welfare agencies, four of the five agencies reporting a lack of compact use placed four or fewer children out of state in 1978. Only one Phase II child welfare agency failed to use a compact. The 12 Phase II child welfare agencies reporting compact use relied mostly on the ICPC; however, three agencies reported use of the ICJ.

In considering the findings about compact utilization among school districts and the local mental health and retardation agency, it should be understood that there is no compact applicable to placements in private psychiatric hospitals or facilities primarily educational in nature. Consequently, the comparatively low use of compacts by the school districts and the mental health and retardation agency is understandable, if their placements were made in those types of facilities.

TABLE 34-12. NORTH CAROLINA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Mental Health and Mental Retardation
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	33	16	1
• Number Using Compacts	29	2	0
• Number Not Using Compacts	4	9	1
• Number with Compact Use Unknown	0	5	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	13	1	0
• Number Using Compacts	12	0	--
Interstate Compact on the Placement of Children			
Yes	10	0	--
No	3	1	--
Don't Know	0	0	--
Interstate Compact on Juveniles			
Yes	3	0	--
No	9	1	--
Don't Know	1	0	--
Interstate Compact on Mental Health			
Yes	0	0	--
No	13	1	--
Don't Know	0	0	--
• Number Not Using Compacts	1	1	--
• Number with Compact Use Unknown	0	0	--
TOTALS			
Number of AGENCIES Placing Children Out of State	46	17	1
Number of AGENCIES Using Compacts	41	2	0
Number of AGENCIES Not Using Compacts	5	10	1
Number of AGENCIES with Compact Use Unknown	0	5	0

-- denotes Not Applicable.

Further knowledge concerning the utilization of interstate compacts is acquired through consideration of the information given in Table 34-13. This table indicates the number of children who were or were not placed out of state with a compact. An examination of the overall trend shows that a total of 36 children were placed in out-of-state residential care in 1978 without the use of a compact. Two hundred and two out-of-state placements were known to have been arranged through a compact. The information given about children placed by Phase II agencies shows that the ICPC was used most frequently to process such placements.

TABLE 34-13. NORTH CAROLINA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN Child Welfare	Education	Mental Health and Mental Retardation
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	89	17	1
• Number Placed with Compact Use	29	2	0
• Number Placed without Compact Use	10	10	1
• Number Placed with Compact Use Unknown[a]	50	5	0
CHILDREN PLACED BY PHASE II AGENCIES	179	7	0
• Number Placed with Compact Use	171	0	--
Number through Interstate Compact on the Placement of Children	159	0	--
Number through Interstate Compact on Juveniles	12	0	--
Number through Interstate Compact on Mental Health	0	0	--
• Number Placed without Compact Use	8	7	--
• Number Placed with Compact Use Unknown	0	0	--
TOTALS			
Number of CHILDREN Placed Out of State	268	24	1
Number of CHILDREN Placed with Compact Use	200	2	0
Number of CHILDREN Placed without Compact Use	18	17	1
Number of CHILDREN Placed with Compact Use Unknown	50	5	0

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

A graphic summarization of the findings regarding compact utilization among local child welfare and education agencies in North Carolina is illustrated in Figures 34-4 and 5. These figures portray the percentage of out-of-state placements reported by these agencies which were compact arranged, noncompact arranged, and those for which compact use was undetermined.

FIGURE 34-4. NORTH CAROLINA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

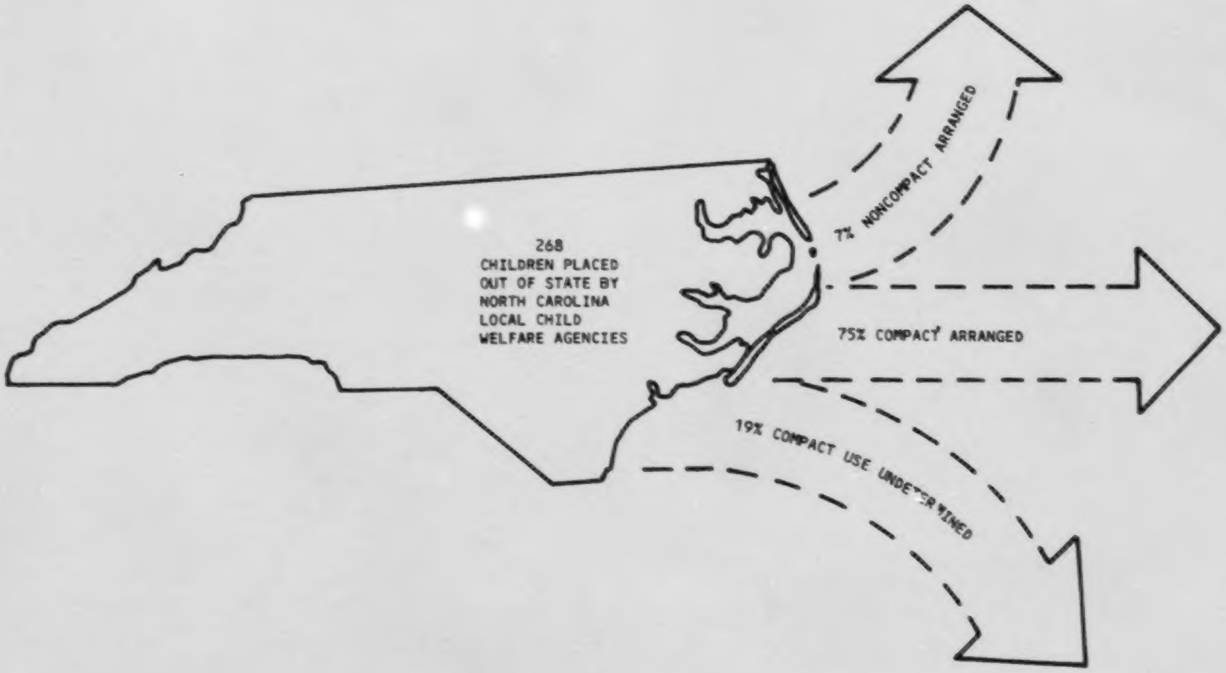


FIGURE 34-5. NORTH CAROLINA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

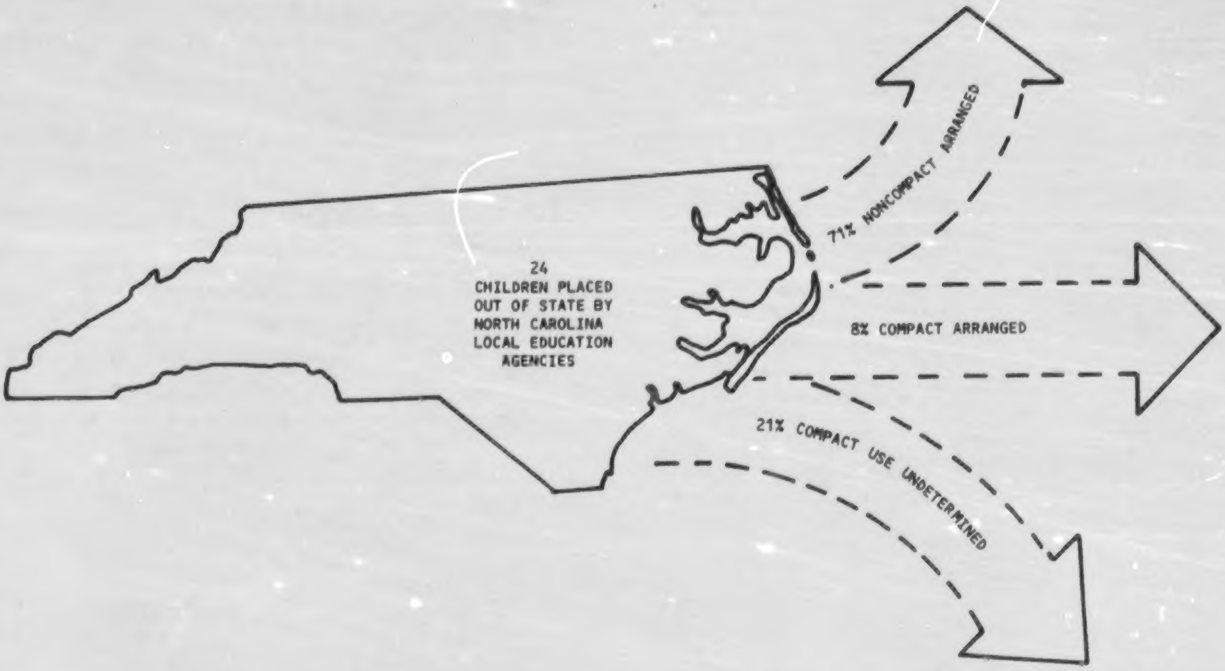


Table 34-14 displays the results from a final analysis of compact utilization incorporating the practices of state as well as local agencies. This table allows for an examination of the relationship between the total number of out-of-state placements arranged by both state and local agencies in 1978, and the number of compact-arranged placements reported by state agencies.

Unfortunately, the DHR did not report the required information necessary for an overall assessment of compact use among local and state child welfare agencies, and state-administered juvenile correctional services. Compacts were not utilized for the 24 children placed out of state by education agencies, according to DPI-reported data. Forty-five percent of the placements reported by state courts were compact arranged. Finally, it can be observed that only one out-of-state placement involving mental health and mental retardation agencies was compact arranged.

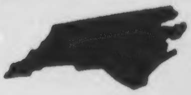


TABLE 34-14. NORTH CAROLINA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	*[a]	24	134[b]	5
Total Number of Compact-Arranged Placements Reported by State Agencies	25	0	60	1
Percentage of Compact-Arranged Placements	*	0	45	20

* denotes Not Available.

a. The local child welfare agencies reported arranging 268 placements. The Department of Human Resources could only report 25 adoption placements which were arranged out of state in 1978.

b. The information reflects the activities of state courts.

E. The Out-of-State Placement Practices of State Agencies

The involvement of North Carolina state agencies in out-of-state placement often involves supervising and funding placements rather than being involved in the actual case management, decisionmaking, and arrangements. The exception to this rule is the placement of children in other states by North Carolina's state district courts. Table 34-15 indicates their reported involvement as well as that of the other state agencies. As previously mentioned in the discussion of Table 34-15, the Department of Human Resources was only able to give the 1978 prevalence rate of North Carolina children out of state. Twenty-five adoptions were the only reported out-of-state placements determined to be initiated in 1978. The Department of Public Instruction reported 33 locally arranged placements, a differing number than the 24 placements reported by the 145 school districts.

The state courts were highly involved in the arrangement of out-of-state placements in the reporting year. Because the state courts were not asked questions similar to those asked of other state agencies, their report of placements were not linked to specific involvement categories. The 134 placements were generally reported to have been court-ordered and funded with state monies or arranged informally without any state funds supplied. The DMH/MR/SAS reported 17 locally arranged and funded placements. It was indicated that the placements were voluntary in nature (i.e., arranged by parents) and funded with federal revenue. It should also be recalled that only one out-of-state placement was identified in the local agency survey. The DMH/MR/SAS also reported that they helped arrange four placements for which no state funds were required.

TABLE 34-15. NORTH CAROLINA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	0	0	0	0
Locally Arranged but State Funded	*	33	--	0
Court Ordered, but State Arranged and Funded	0	0	*	0
Subtotal: Placements Involving State Funding	*	33	*	0
Locally Arranged and Funded, and Reported to State	*	*	--	17
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	0	0	*	4
Other	*	0	0	1
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	*b	33	134	22

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

b. The Department of Human Resources could only report that 25 adoption placements were arranged in other states in 1978. The department also reported 192 children were in placements outside of North Carolina at the time of this survey, placements which were arranged prior to and during 1978.

Table 34-16 displays the destinations of children reported by state agencies as having been placed out of North Carolina in 1978. Although full placement activity by DHR was not available, the 24 reported adoption placements are recorded with their destinations. Six of these children went to Michigan and four were sent to Virginia. The remaining 15 children were placed for adoption in nine other states, one of which was Hawaii.

The Department of Public Instruction reported that Georgia, South Carolina, and Virginia, all border states, received the greatest number of children. Other states receiving one to two children included most states in the southern region of the United States in which North Carolina is located.

The state district courts sent children to at least 16 states. The state receiving the most children was Virginia. Florida received six children, the second highest number, from the state courts. Other children were sent into all regions of the country, with the exception of the Pacific region. Destinations of 91 children were not reported by the state courts due to the manner in which this information was collected from those agencies. Children's destinations reported by the state mental health and mental retardation agency were in the states of Georgia, Florida, Pennsylvania, and Virginia, two of which are border states.

TABLE 34-16. NORTH CAROLINA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation
Arizona	0	0	1	0
Colorado	0	0	1	0
Connecticut	0	1		0
Florida	0	2	6	6
Georgia	1	8	2	9
Hawaii	1	0		0
Kentucky	0	2	2	0
Maryland	0	1	3	0
Massachusetts	0	2		0
Michigan	6	0	1	0
Minnesota	2	0		0
Nebraska	0	0	1	0
New Jersey	2	0		0
New York	2	0	1	0
Ohio	0	0	3	0
Pennsylvania	2	2	1	4
South Carolina	2	4	2	0
South Dakota		0	4	0
Tennessee	2	2	1	0
Texas	1	2	3	0
Virginia	4	6	11	3
West Virginia	0	1		0
Placements for Which Destinations Could Not be Reported by State Agencies	0	0	91	0
Total Number of Placements	25[a]	33	134	22

a. This information represents adoption placements only.

Similar to local agencies, the state agencies were asked to describe children placed out of North Carolina according to a variety of conditions and statuses listed in Table 34-17. The DHR and the state courts indicated all possible conditions and statuses. The Department of Public Instruction indicated fewer conditions of children than the local school districts. This state agency reported children placed out of state with conditions which included mental and multiple handicaps and emotional disturbance. DMH/MR/SAS reported multiple handicaps, emotional disturbance, and unruly/disruptive behavior.

TABLE 34-17. NORTH CAROLINA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978 AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare/ Juvenile Justice[b]	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	X	O	X	O
Mentally Handicapped	X	X	X	O
Developmentally Disabled	X	O	X	O
Unruly/Disruptive	X	O	X	X
Truants	X	O	X	O
Juvenile Delinquents	X	O	X	O
Emotionally Disturbed	X	X	X	X
Pregnant	X	O	X	O
Drug/Alcohol Problems	X	O	X	O
Battered, Abandoned, or Neglected	X	O	X	O
Adopted Children	X	O	X	O
Foster Children	X	O	X	O
Other	O	X	X	X

a. X indicates conditions reported.

b. The Department of Human Resources could only report the conditions and statuses of the 192 children reported to be placed out-of-state prior to and during 1978.

A question about the type of setting most frequently receiving children placed out of state in 1978 was asked of state agencies. While this type of information was not requested from the state courts, the other state agencies could describe the category of placement most frequently used for children leaving the state. DHR reported most frequently sending children to live with relatives. The Department of Public Instruction said that special schools were usually contracted with as receiving facilities. DMH/MR/SAS reported most frequently sending children to residential treatment or child care institutions.

The state agencies were further asked to report the amount of public expenditures for the out-of-state placements known to them. Table 34-18 shows only two agencies were able to provide any information. The Department of Public Instruction spent $66,000 in state funds for placement purposes in 1978. DMH/MR/SAS reported $6,000 in federal monies being spent. In addition, DMH/MR/SAS noted that DHR provided funds for most of their placements.

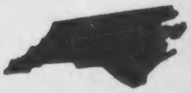


TABLE 34-18. NORTH CAROLINA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type			
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation
• State	*	$66,000	*	0
• Federal	*	*	*	$6,000
• Local	*	*	*	*
• Other	*	*	*	*
Total Reported Expenditures	*	$66,000	*	$6,000

* denotes Not Available.

F. State Agencies' Knowledge of Out-of-State Placements

In each state, state and local officials were asked to report the number of out-of-state placements made or arranged by their respective agencies. Furthermore, state officials were asked to report comparable data pertaining to the local agencies they supervise or regulate. In other words, the DPI was asked to report the number of out-of-state placements arranged by local school districts in 1978 and the other state agencies were asked to report the same data concerning their counterparts in local government.

Table 34-19 indicates the percentage of state and local placements known to state agencies. It has already been pointed out that the DHR was unable to report 1978 incidence data for the county department of social services or the DHR itself, except for adoptions. The DPI and DMH/MR/SAS both reported a higher number of out-of-state placements than determined through an aggregation of state and locally reported placements. The information reflected about state courts is relatively insignificant in that neither the Administrative Office of the Courts nor DHR could report the number of such placements arranged by state courts. The 134 placements reflected in Table 34-19 represent data reported in a survey of all courts themselves.

TABLE 34-19. NORTH CAROLINA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*[a]	24	134	5
Total Number of Placements Known to State Agencies	*[b]	33	134	22
Percentage of Placements Known to State Agencies	*	100[c]	100	100[c]

* denotes Not Available.

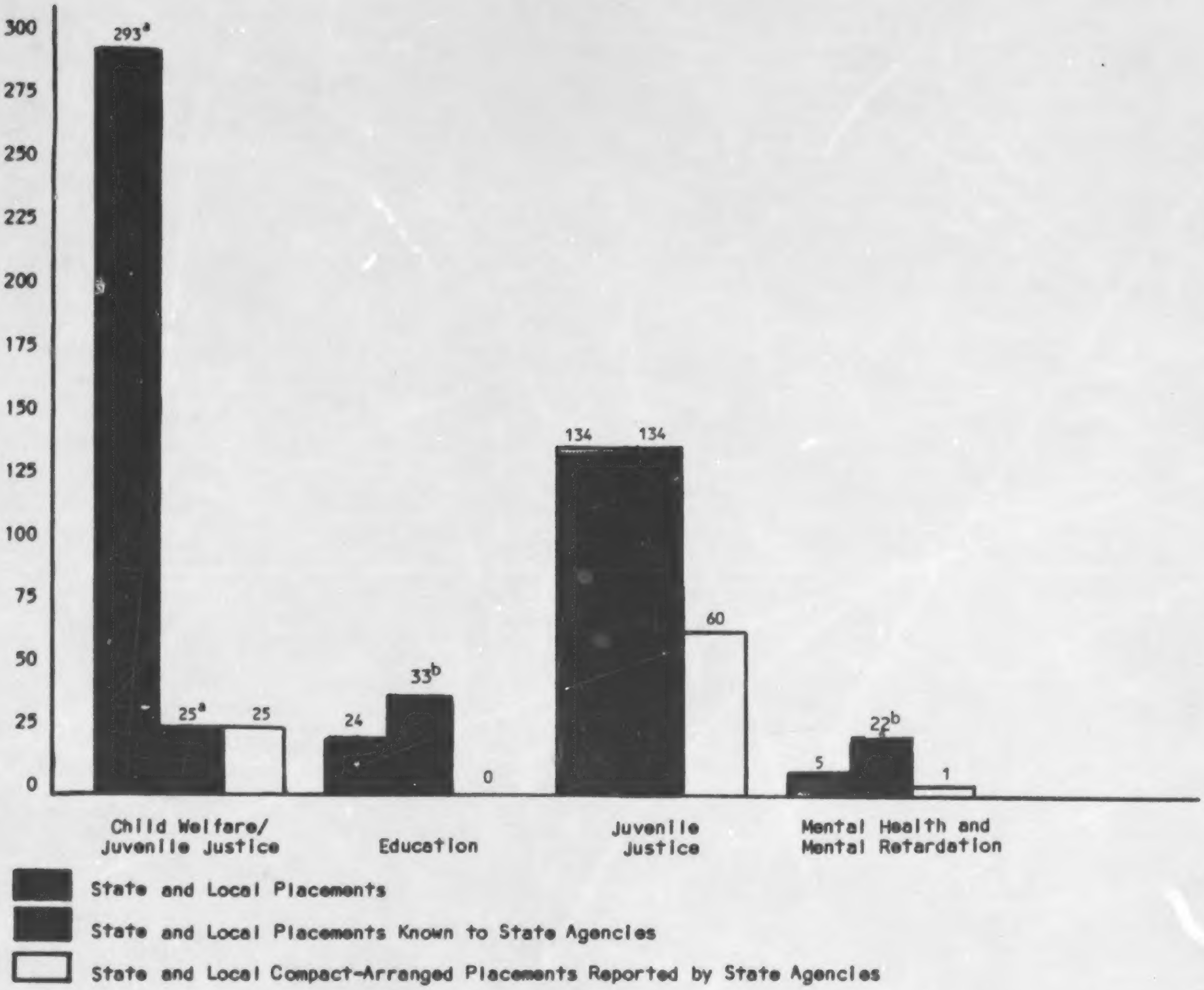
a. The local child welfare agencies reported arranging 268 placments.

b. The Department of Human Resources could only report 25 adoption plactments which were arranged out of state in 1978.

c. The state education and mental health/mental retardation agencies attributed more out of state placements to their local counterparts than were identified in the local survey.

Figure 34-6 graphically reflects the data in Table 34-19, as well as compact utilization information supplied by state agencies. Significant disparities are evident across agency types both with respect to the number of placements known to state agencies and the use of compacts for the placements reported.

FIGURE 34-6. NORTH CAROLINA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. The local child welfare agencies reported arranging 268 placements. The Department of Human Resources could only report 25 adoption placements which were arranged out of state in 1978.

b. Both the state education and mental health and mental retardation agencies attributed more out-of-state placements to local agencies than were identified in the survey.

V. CONCLUDING REMARKS

A review of the information obtained from North Carolina state and local public agencies about their involvement in out-of-state placement brings forward several factors of interest. The inability of the Department of Human Resources to report all 1978 incidences of out-of-state placements is an obvious omission in this profile. The juvenile justice portion of this agency's potential response, sought because of its administration of the Interstate Compact on Juveniles, was obtained by directly contacting all state-operated courts in the state. It remains unknown, however, how much information DHR possesses about court placements, considering that courts' reports of compact utilization reflect a 45 percent use of this placement process. Similarly, the lack of DHR information about the involvement of the child welfare section of the agency in the 1978 out-of-state placement of children to settings other than adoptive homes leaves questions unanswered. Further findings from the state and local agency surveys follow.

- Local child welfare agencies and the state courts were most frequently involved in the placement of children out of North Carolina in 1978, utilizing an interstate compact for only a portion of these placements into a large number of states, some at a great distance from North Carolina.
- A wide variety of conditions were used to describe children sent by local and state child welfare agencies and the state courts to out-of-state settings in 1978. These agencies reported those children to be most frequently placed in the homes of relatives.
- Child welfare agencies serving the more populated counties of North Carolina were more likely to place children out of state. The agencies not placing children in the reporting year, many serving more rural areas, most often gave the existence of sufficient services for children within the state as their reason for not sending children out of North Carolina for care and treatment.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in North Carolina in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. Popular Government, vol. 45, no. 3 (Winter 1980).

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN SOUTH CAROLINA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Robert Black, Director, Office of Programs for the Handicapped, Division of Instruction, Department of Education; Patricia Cokley, Interstate Placement Specialist, Bureau of Human Services, Office of Program Planning and Operations, Division of Children and Family Services, Department of Social Services; James R. Robinson, Deputy Administrator, Interstate Compact on Juveniles, Department of Juvenile Placement and Aftercare; John Kinchen, Assistant Deputy Director, Division of Youth Bureau Services, Department of Youth Services; T. O'Neal Hightower, Interstate Transfer Coordinator and Records Manager, Department of Mental Health; Joan Hummel, Director of Admissions, Department of Mental Retardation; and Robert Newton, Department of Mental Health.

II. METHODOLOGY

Information was systematically gathered about South Carolina from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in South Carolina appears below in Table 41-1.

TABLE 41-1. SOUTH CAROLINA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DSS officials	Telephone Interview Mailed Survey: DOE officials	Telephone Interview Mailed Survey: DJPA and DYS officials	Telephone Interview Mailed Survey: DMH officials	Telephone Interview Mailed Survey: DMR Officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: 10 percent sample of the 92 local school districts to verify state reported placements[a]	Not Applicable (State Offices)	Not Applicable (State Offices)	Not Applicable (State Offices)

a. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

South Carolina has the 40th largest land area (30,225 square miles) and is the 26th most populated state (2,815,762) in the United States. There are 23 cities with populations over 10,000 and seven cities containing 25,000 or more people. Columbia, the capital, is the most populated city with over 111,000. South Carolina has 46 counties. The estimated 1978 population of persons eight to 17 years old was 532,575.

There are four Standard Metropolitan Statistical Areas (SMSAs) in South Carolina, with two SMSAs bordering its contiguous states of Georgia and North Carolina.

South Carolina ranks 48th nationally in total state and local per capita expenditures, 42nd in per capita expenditures for education and 47th in per capita expenditures for public welfare.[1]

B. Child Welfare

Child welfare services in South Carolina are operated by departments of social services located in each county which are directly under the administration of and funded by the South Carolina Department of Social Services (DSS). Within DSS, the primary state office providing programs and financial assistance to families, including foster families, is the Office of Program Planning and Operations. This office includes the Bureau of Human Services, which, through its Division of Children and Family Services, is responsible for protective services, foster care, day care, and adoptions. There is also an independent state-administered and state-financed Children's Bureau which handles adoptions for the entire state.

South Carolina recently adopted the Interstate Compact on the Placement of Children (ICPC) and the compact took effect on July 1, 1980. Up until this time, South Carolina had an importation law in which the Children's Bureau was designated as the agency to contact for the formal arrangement of a placement into South Carolina. It was reported that during 1978 the Interstate Placement Unit (IPU) of the DSS'

Division of Children and Family Services worked cooperatively with the Children's Bureau in providing out-of-state placement services. The Children's Bureau accepted requests for adoption services and IPU handled foster and relative care for both in-state and out-of-state placements.

C. Education

South Carolina's Department of Education (DOE) has the major responsibility for its educational system. Within DOE is the Office of Programs for the Handicapped (OPH), which is directly involved with the placement of children in other states. South Carolina has 92 local school districts which are responsible for providing the normal curriculum for grades K-12 in addition to specialized services for handicapped children. Before any of the 92 local school districts can place a child out of state, they must prove that there are no other facilities or programs in the state capable of meeting a particular child's special needs. The local school district's request must be approved by the OPH.

D. Juvenile Justice

Sixteen family courts serving the 46 counties have original jurisdiction over delinquent, neglected, and abandoned children under 17 years of age in South Carolina. Intake, probation, and aftercare (parole) services are administered by the Department of Juvenile Placement and Aftercare (DJPA) through six regional offices and 43 local offices, covering the state's 46 counties. This agency operates community-based treatment and alternative care programs in cooperation with the family courts and with other service agencies and volunteer programs. Some of these programs involve the Department of Youth Services, which recently initiated counseling and shelter services for status offenders who have been deinstitutionalized.

Adjudicated delinquents are committed to the Department of Youth Services, which operates a diagnostic center and three training facilities. The department also runs a statewide program of youth bureaus that work with troubled teenagers and their families. The bureaus provide diagnostic, counseling, educational, and job training programs, along with special programs to divert first offenders away from delinquency and the court system. Services include recreational facilities, volunteer help, and runaway shelters.

Out-of-state placements are reportedly made pursuant to the provision of the Interstate Compact on Juveniles (ICJ), of which South Carolina has been a member since 1970. The compact office within DJPA reports that although their unit helps to arrange for the out-of-state placement of juveniles on probation or receiving aftercare, they have no funds for out-of-state maintenance other than for travel expense to the juvenile's out-of-state destination.

E. Mental Health

Mental health programs in South Carolina are administered and financed by the Department of Mental Health (DMH). The department's Division of Community Mental Health Services operates 15 mental health centers located throughout the state. Out-of-state placements made by the central office and the centers are reportedly made pursuant to the provisions of the Interstate Compact on Mental Health, when applicable. South Carolina has been a member of this compact since 1959.

F. Mental Retardation

The Department of Mental Retardation (DMR) in South Carolina operates four state facilities for the mentally retarded. In addition, DMR provides over 70 percent of the funds for community services delivered in 100 locations. These services are purchased from private, nonprofit organizations such as South Carolina's Association for Retarded Citizens. The Department of Mental Retardation can purchase services for South Carolina's children in out-of-state settings. It was reported that placements are made pursuant to the provisions of the Interstate Compact on Mental Health when it entails a transfer between public facilities.

IV. FINDINGS FROM A SURVEY OF OUT-OF- PLACEMENT PRACTICES IN 1978

The results of the survey of South Carolina state and local agencies are presented in this section of the state profile. The type of information provided in the following tables corresponds to concerns and issues related to the out-of-state placement of children that were suggested in Chapter 1.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 41-2 introduces the survey results by summarizing the out-of-state placement activity that was discovered among state and local agencies in South Carolina. The information in the table indicates areas of greatest placement activity among agency types and levels of government and serves to frame the size of the cohort of children placed out of South Carolina in 1978 to which much of the subsequent findings refer.

Two state-level juvenile justice agencies are reflected in Table 41-2 and other tables reporting state agency data because both of these agencies needed to be contacted to obtain complete out-of-state placement information. Juvenile Justice I refers to information reported by the Department of Juvenile Placement and Aftercare and Juvenile Justice II refers to information reported by the Department of Youth Services.

Table 41-2 also indicates that the only agencies operated under the auspices of local government that provide services to children are local school districts, which were minimally involved in the placement of children out of South Carolina. At the state level, the child welfare agency is clearly the agency most active in placing children into other states, with 286 placements reported for 1978.

The Departments of Juvenile Placement and Aftercare, and Youth Services reported 18 and 10 out-of-state placements, respectively. Although these incidence rates make these agencies next in overall activity after the child welfare agency, they nowhere near approach the number of placements made by the Department of Social Services.

The Department of Education reported no direct involvement in out-of-state placement in 1978, while the Department of Mental Health reported involvement but was unable to indicate how many children were placed out of South Carolina in that year. The Department of Mental Retardation was minimally involved in placing children in other states, reporting only one placement in 1978.

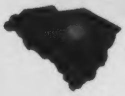


TABLE 41-2. SOUTH CAROLINA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type						
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation	Total
State Agency Placements[b]	286	0	18	10	*	1	315
Local Agency Placements	--	2	--		--	--	2
Total	286	2	28		*	1	317

-- denotes Not Available.

* denotes Not Applicable.

a. Juvenile Justice I indicates data reported by the Department of Juvenile Placement and Aftercare and Juvenile Justice II indicates data reported by the Department of Youth Services.

b. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 41-7 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 41-3 indicates that the two local education placements were initiated by school districts located in the urban counties of Charleston and Greenville. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them.

TABLE 41-3. SOUTH CAROLINA: 1978 YOUTH POPULATIONS AND THE NUMBER OF-OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Education
Abbeville	3,748	0
Aiken	18,643	0
Allendale	2,030	0
Anderson	20,008	0
Bamberg	3,293	0
Barnwell	3,834	0
Beaufort	10,072	0
Berkeley	15,845	0
Calhoun	2,253	0
Charleston	47,503	1

TABLE 41-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978
		Education
Cherokee	7,494	0
Chester	5,646	0
Chesterfield	6,993	0
Clarendon	6,032	0
Colleton	5,849	0
Darlington	11,325	0
Dillon	6,658	0
Dorchester	10,360	0
Edgefield	3,297	0
Fairfield	4,135	0
Florence	19,298	0
Georgetown	7,863	0
Greenville	47,195	1
Greenwood	9,631	0
Hampton	3,342	0
Horry	16,471	0
Jasper	2,683	0
Kershaw	7,005	0
Lancaster	8,785	0
Laurens	8,971	0
Lee	3,987	0
Lexington	22,445	0
McCormick	1,684	0
Marion	6,425	0
Marlboro	6,212	0
Newberry	5,243	0
Oconee	7,925	0
Orangeburg	15,306	0
Pickens	11,152	0
Richland	39,436	0
Saluda	2,919	0
Spartanburg	34,983	0
Sumter	17,721	0
Union	5,632	0
Williamsburg	7,890	0
York	17,353	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		2
Total Number of Local Agencies Reporting		92

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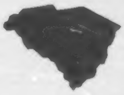
a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.



B. The Out-of-State Placement Practices of Local Agencies

The information presented in this section of the profile appears in condensed form, compared to the local agency sections of other profiles, because of the minimal out-of-state placement at the local level in South Carolina. Most of the information which is presented for all local agencies is presented in narrative form rather than with summary tables because of this small amount of activity.

Table 41-4 describes the involvement of two of the 92 school districts in out-of-state placement practices, while the remaining 90 school districts reported no such activity.

TABLE 41-4. SOUTH CAROLINA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type Education
Agencies Which Reported Out-of-State Placements	2
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0
Agencies Which Did Not Place Out of State	90
Agencies Which Did Not Participate in the Survey	0
Total Local Agencies	92

Table 41-5 indicates the reasons reported by the 90 nonplacing school districts for not making out-of-state placements in 1978. Ninety-six percent of these local education agencies said that no placements were made because of the presence of sufficient services in South Carolina to meet children's service needs. One agency reported the lack of statutory authority prevented this type of placement.

TABLE 41-5. SOUTH CAROLINA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES by Reported Reason(s)
	Education
Lacked Statutory Authority	1
Restricted	0
Lacked Funds	0
Sufficient Services Available in State	86
Other[b]	5
Number of Agencies Reporting No Out-of-State Placements	90
Total Number of Agencies Represented in Survey	92

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

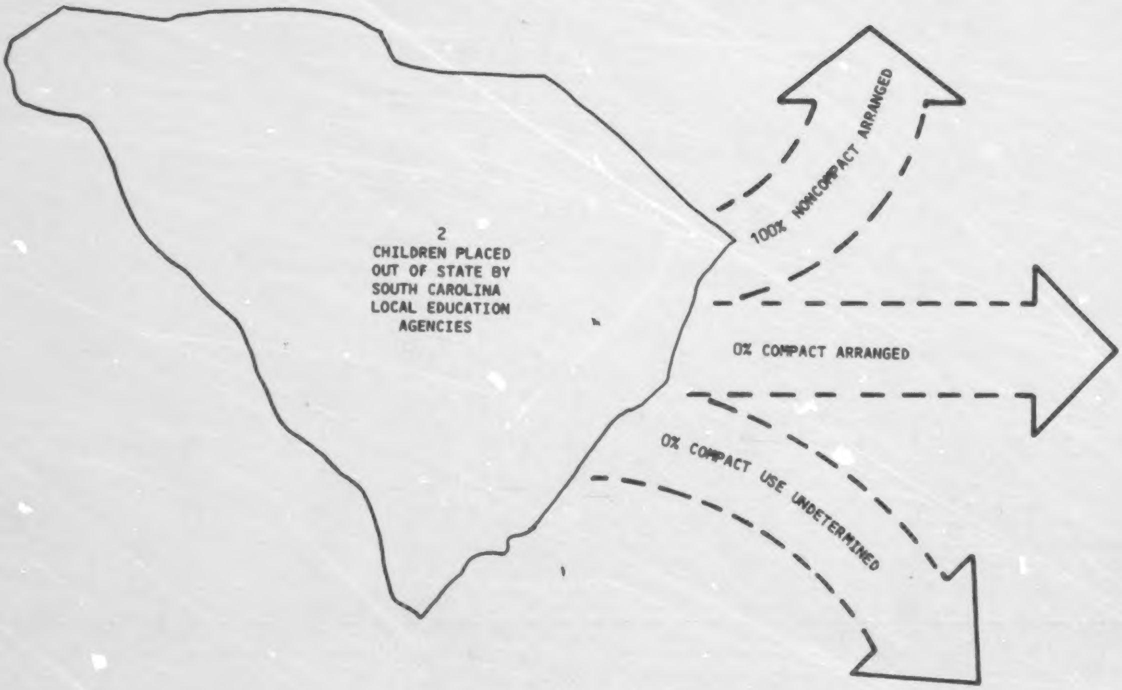
Both placements were arranged independently by the school districts, without the cooperation of other public agencies. The two children placed by these school districts were described as mentally retarded or developmentally disabled, or mentally ill/emotionally disturbed, and one of the agencies reported that the child placed was in need of special education services.

There were no local agencies in South Carolina which placed more than four children out of state in 1978 and, therefore, no agencies were requested to provide the information collected from Phase II agencies as in other states.

C. Use of Interstate Compacts by State and Local Agencies

The survey of local education agencies in South Carolina also determined the extent to which interstate compacts were utilized to arrange out-of-state placements. Graphic representation of the information gathered about compact utilization is illustrated in Figure 41-1. This figure shows that no children were placed out of South Carolina by school districts with the use of a compact. It should be recalled that placements into facilities solely educational in nature are not under the purview of any compact.

FIGURE 41-1. SOUTH CAROLINA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978


2
CHILDREN PLACED OUT OF STATE BY SOUTH CAROLINA LOCAL EDUCATION AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

South Carolina state agencies reported their knowledge of interstate compact utilization in 1978, as well. Table 41-6 reflects these state agency responses, indicating full compact use for placements reported by the child welfare, juvenile justice, and mental retardation agencies. The state education agency, like the local agencies, reported no compact use in 1978, and the mental health agency could not provide compact information.

TABLE 41-6. SOUTH CAROLINA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES, IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice		Mental Health	Mental Retardation
			I	II		
Total Number of State and Local Agency-Arranged Placements	286	2	18	10	*	1
Total Number of Compact-Arranged Placements Reported by State Agencies	286	0	18	10	*	1
Percentage of Compact-Arranged Placements	100	0	100	100	*	100

* denotes Not Available.

a. Juvenile Justice I includes data reported by the Department of Juvenile Placement and Aftercare and Juvenile Justice II indicates data reported by the Department of Youth Services.

D. The Out-of-State Placement Practices of State Agencies

The state agency placement information provided in Table 41-2 at the beginning of this profile is further specified in Table 41-7, which indicates that the state child welfare agency was the only state agency placing children out of South Carolina with more than one of the types of involvement specified in the table. The out-of-state placement of 88 percent of all of those reported by the state child welfare agency were arranged and funded by the agency. Five placements were arranged and funded pursuant to the order of a court, and the agency helped to arrange one placement in the absence of explicit legal or financial responsibility for the child involved. The remaining 30 placements, which are 10 percent of all children placed by the agency, involved the agency in other ways, including placements "into institutions and group homes outside the state, adoptive placements with foster parents, independent (voluntary) placements, independent adoptions, court custody suits," and placements which were financed by Charleston County revenues.

The state education agency reported funding three locally arranged placements. The survey of local agencies proved this information to include one child who had been placed outside of the public school district but not outside of South Carolina. The Department of Mental Retardation arranged and funded the placement of a single child into another state in 1978.

With regard to juvenile justice agencies, the Department of Juvenile Placement and Aftercare (Juvenile Justice I) placed 18 children out of state through other forms of involvement than those specified in the table, but did not explain how these placements occurred. The Department of Youth Services (Juvenile Justice II) helped to arrange placement out of South Carolina in 1978 for ten children for whom others were legally and financially responsible.

Department of Mental Health indicated involvement in out-of-state placement in the same way as the Department of Youth Services, but did not specify the number of children involved.

In general, state agencies in South Carolina, particularly the child welfare agency, demonstrated excellent ability to report their involvement in placing children out of state and the number of children subject to those forms of involvement.

TABLE 41-7. SOUTH CAROLINA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies					
	Child Welfare	Education	Juvenile Justice I	Juvenile Justice II	Mental Health	Mental Retardation
State Arranged and Funded	251	0	0	0	0	1
Locally Arranged but State Funded	--	3	--	--	--	--
Court Ordered, but State Arranged and Funded	5	0	0	0	0	0
Subtotal: Placements Involving State Funding	256	3	0	0	0	1
Locally Arranged and Funded, and Reported to State	--	0	--	--	--	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	1	0	0	10	*	0
Other	30	0	18	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	286	3	18	10	*	1

* denotes Not Available.
-- denotes Not Applicable.

a. Juvenile Justice I indicates data reported by the Department of Juvenile Placement and Aftercare and Juvenile Justice II indicates data reported by the Department of Youth Services.

b. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

State agencies were asked to specify the number of children placed into specific receiving states or countries and their responses appear in Table 41-8. The state child welfare agency provided complete destination information for all 286 children placed out of state in 1978, reporting the selection of settings in 32 states and Europe to receive these children. Florida, Georgia, and North Carolina were most often used by this state agency for out-of-state placements, each receiving 60 children in 1978. These states account for 63 percent of all the children placed out of South Carolina by this agency in the reporting year. Forty-two percent of the DSS placements went to the contiguous states of Georgia and North Carolina. Alabama was the state next most frequently selected by this agency, after the above three states, to receive out-of-state placements. Fifteen children were sent to Alabama by DSS. Virginia received ten South Carolina children and Kentucky was the destination of nine DSS placements in 1978. The remaining children were placed in numbers of five or less into settings located in 26 other states throughout the country. Three children were also sent to Holland for residential care.

Children reported placed out of South Carolina by the DOE Office of Programs for the Handicapped were received in single numbers by settings in Florida, Georgia, and Wisconsin. The single child placed by the Department of Mental Retardation was placed in New York. The Department of Youth Services divided its ten placements evenly between the contiguous states of Georgia and North Carolina, while the Department of Juvenile Placement and Aftercare, the other state juvenile justice agency, did not report children's destinations. The Department of Mental Health, along with not being able to provide out-of-state placement incidence, could not provide destination information.

TABLE 41-8. SOUTH CAROLINA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed					
	Child Welfare	Education	Juvenile Justice[a]		Mental Health	Mental Retardation
			I	II		
Alabama	15	0		0		0
Arizona	2	0		0		0
California	3	0		0		0
Colorado	1	0		0		0
Connecticut	4	0		0		0
Delaware	1	0		0		0
Florida	60	1		0		0
Georgia	60	1		5		0
Hawaii	2	0		0		0
Illinois	3	0		0		0
Indiana	5	0		0		0
Iowa	1	0		0		0
Kentucky	9	0		0		0
Louisiana	2	0		0		0
Massachusetts	3	0		0		0
Michigan	2	0		0		0
Mississippi	4	0		0		0
Missouri	1	0		0		0
New Jersey	3	0		0		0
New York	5	0		0		1
North Carolina	60	0		5		0
Ohio	5	0		0		0
Oregon	2	0		0		0
Pennsylvania	5	0		0		0
Tennessee	2	0		0		0
Texas	1	0		0		0
Utah	2	0		0		0
Vermont	2	0		0		0
Virginia	10	0		0		0
Washington	2	0		0		0
West Virginia	5	0		0		0
Wisconsin	1	1		0		0
Europe	3	0		0		0

TABLE 41-8. (Continued)

Destinations of Children Placed	Number of CHILDREN Placed					
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation
Placements for Which Destinations Could Not be Reported by State Agencies	0	0	All	0	All	0
Total Number of Placements	286	3	18	10	*	1

* denotes Not Available.

a. Juvenile Justice I indicates data reported by the Department of Juvenile Placement and Aftercare and Juvenile Justice II indicates data reported by the Department of Youth Services.

State agencies were asked to describe children placed out of state according to the list of characteristics shown in Table 41-9. The Department of Social Services described children placed out of South Carolina in 1978 as having a wide variety of conditions and statuses. These children who were placed were physically, mentally, and developmentally handicapped, as well as youth with unruly/disruptive behavior problems and those who were pregnant. Battered, abandoned, or neglected children were also placed by this state child welfare agency, as well as those going to foster and adoptive care in other states.

The other four state agencies were more circumscribed in their description of children placed into other states. The state education agency described children placed as physically, mentally, or emotionally impaired, and the Department of Mental Retardation mentioned developmental disability in addition to mental handicaps as describing the single child it placed. The Department of Youth Services indicated that all ten children reported placed into other states were battered, abandoned, or neglected, which might be thought of as a slightly unusual response since these are not "status offenses" and the state juvenile justice agency is responsible for diversions, runaway shelters, and troubled teenagers. The Department of Juvenile Placement and Aftercare gave responses more directly associated with juvenile justice concerns, describing children placed out of South Carolina as unruly/disruptive, truant, or adjudicated delinquent. Mental handicaps was the characteristic of children placed out of state in 1978 most frequently mentioned by state agencies.

TABLE 41-9. SOUTH CAROLINA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]				
	Child Welfare	Education	Juvenile Justice[b] I	Juvenile Justice[b] II	Mental Retardation
Physically Handicapped	X	X	0	0	0
Mentally Handicapped	X	X	0	0	X
Developmentally Disabled	X	0	0	0	X
Unruly/Disruptive	X	0	X	0	0
Truants	0	0	X	0	0
Juvenile Delinquents	0	0	X	0	0

TABLE 41-9. (Continued)

	Agency Type[a]				
Types of Conditions	Child Welfare	Education	Juvenile Justice[b] I	Juvenile Justice[b] II	Mental Retardation
Emotionally Disturbed	0	X	0	0	0
Pregnant	X	0	0	0	0
Drug/Alcohol Problems	0	0	0	0	0
Battered, Abandoned, or Neglected	X	0	0	X	0
Adopted Children	X	0	0	0	0
Foster Children	X	0	0	0	0
Other	0	0	0	0	0

a. X indicates conditions reported.

b. Juvenile Justice I indicates data reported by the Department of Juvenile Placement and Aftercare, and Juvenile Justice II indicates data reported by the Department of Youth Services.

The state child welfare agency and both responding juvenile justice agencies reported placing children most frequently into the homes of relatives in 1978. The DOE's Office of Programs for the Handicapped and the Department of Mental Retardation responded that children placed out of state most frequently went to residential treatment or child care facilities in that year.

Expenditures, by source of funds, made by state agencies for out-of-state placements in the reporting year are included in Table 41-10. Only the Department of Social Services and the state education agency provided this information. The state child welfare agency indicated spending a total of $148,600, only about seven percent of which was in local funds. The remaining $138,600 was allocated from state revenues. Expenditure of federal or other funds were not reported. The state education agency spent about $13,000 in federal funds for out-of-state placements, and did not report expenditures from other sources.

TABLE 41-10. SOUTH CAROLINA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type					
	Child Welfare	Education	Juvenile Justice I	Juvenile Justice II	Mental Health	Mental Retardation
• State	$138,600	*	*	0	*	*
• Federal	*	$13,178	*	0	*	*
• Local	10,000	*	*	0	*	*
• Other	*	*	*	0	*	*
Total Reported Expenditures	$148,600	$13,178	*	0	*	*

* denotes Not Available.

a. Juvenile Justice I indicates data reported by the Department of Juvenile Placement and Aftercare and Juvenile Justice II indicates data reported by the Department of Youth Services.

E. State Agencies' Knowledge of Out-of-State Placements

As a final review, Table 41-11 offers the incidence of out-of-state placements reported by South Carolina public agencies and the number of children placed out of state of which the state agencies had knowledge. Services for children are primarily operated by state government in South Carolina and this table reflects the complete knowledge of out-of-state placements held by all state agencies except the mental health agency. It should be noted that the state education agency attributed one more placement to the local agencies than were identified in the survey. This child, according to the local respondent, was placed outside of the school district but not out of South Carolina in 1978.

TABLE 41-11. SOUTH CAROLINA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation
Total Number of State and Local Agency Placements	286	2	18	10	*	1
Total Number of Placements Known to State Agencies	286	3	18	10	*	1
Percentage of Placements Known to State Agencies	100	100[b]	100	100	*	100

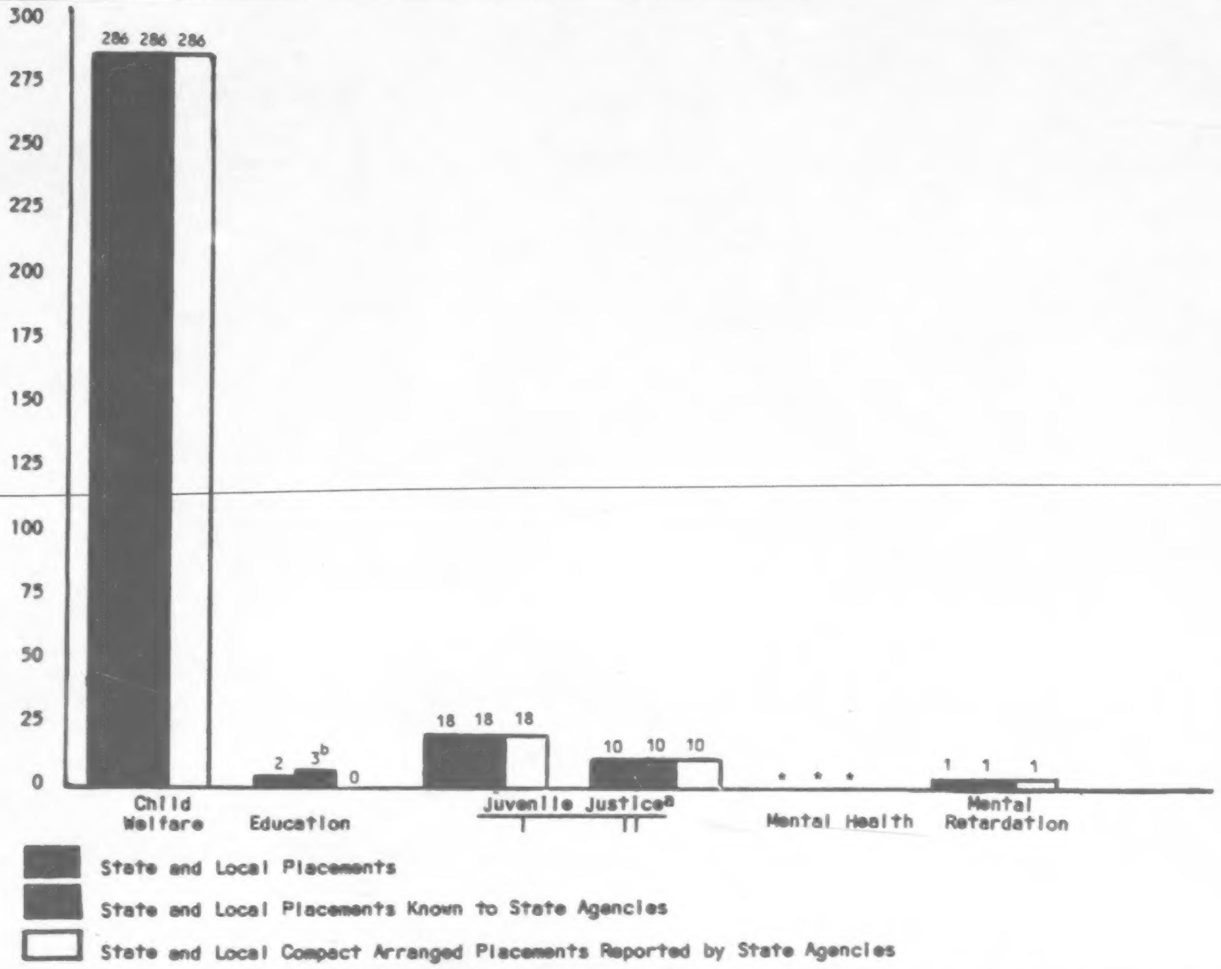
* denotes Not Available.

a. Juvenile Justice I indicates data reported by the Department of Juvenile Placement and Aftercare and Juvenile Justice II indicates the data reported by the Department of Youth Services.

b. The state education agency indicated one more placement to a local school district than was identified in the local survey. This child was placed outside the school district but not out of state in 1978.

Figure 41-2 graphically depicts the preceding information along with the state agencies' report of interstate compact use.

FIGURE 41-2. SOUTH CAROLINA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACT, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. Juvenile Justice I includes data reported by the Department of Juvenile Placement and Aftercare and Juvenile Justice II indicates data reported by the Department of Youth Services.

b. The state education agency attributed one more out-of-state placement to local school districts than was identified in the survey.

V. CONCLUDING REMARKS

This final section summarizes findings from the survey of South Carolina state and local agencies. An extremely predominant finding was the overwhelmingly thorough ability of the state child welfare agency, the Department of Social Services, to report upon its involvement in the out-of-state placement of children. Among the state agencies, this child welfare agency takes clear leadership in the placement of children into other states. This agency, placing more than 15 times as many children as any other in South Carolina, was able to report that the 286 placed children reflected a wide variety of characteristics and were in settings in 32 states and Europe, including over 40 percent to bordering states. Other interesting conclusions from the survey results follow.

- The responsibility for placement of children across state lines lies almost wholly with state agencies in South Carolina because of the organization of children's services in the state. Those local agencies with authority to involve themselves in such placements, local school districts, exercised this prerogative very infrequently in 1978.
- Complete compact utilization was reported by the state child welfare agency despite South Carolina's nonsignatory status at the time of this survey for the Interstate Compact on the Placement of Children. This suggests the use of other compacts, ICPC-type procedures, and the invocation of other South Carolina law dealing with the interstate movement of children.
- Other South Carolina state agencies placed comparatively few children out of state in 1978. These children for whom destinations were reported went to settings in contiguous or other South Atlantic states.
- The state education agency was able to report upon local school districts' placement activity in 1978, reflecting a strong regulatory ability.

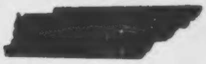
The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in South Carolina in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.



A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN TENNESSEE

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Marian Parr, Director of Management Services, Division of Education for the Handicapped, Department of Education; Vernon Johnson, Assistant Commissioner, Department of Education; Neuree Love, Deputy Compact Administrator, Department of Human Services; Robert Derington, Director of Juvenile Probation, Department of Corrections; and Richard Brown, Interstate Compact Administrator and General Counsel, Department of Mental Health and Mental Retardation.

II. METHODOLOGY

Information was systematically gathered about Tennessee from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Tennessee appears below in Table 43-1.

TABLE 43-1. TENNESSEE: METHODS OF COLLECTING DATA

	Survey Methods, by Agency Type			
Levels of Government	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DHS officials	Telephone Interview Mailed Survey: DOE officials	Telephone Interview Mailed Survey: DOC officials	Telephone Interview Mailed Survey: DMHMR officials
Local Agencies	Not Applicable (State Offices)	Telephone[a] Survey: All 147 school districts	Telephone[a] Survey: All 95 local courts	Not Applicable (State Offices)

[a] The telephone survey was conducted by the Ohio Management and Research Group under a subcontract to the Academy.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Tennessee has the 34th largest land area (41,328 square miles), and is the 17th most populated state (4,174,100) in the United States. Memphis is the state's most populated city, having about 661,000 people. The state capital, Knoxville, ranks second in the state in population with nearly 500,000 people. Tennessee has seven cities between 25,000 and 50,000 in population and five cities over 50,000, including Nashville and Knoxville. It has 95 counties. The estimated 1978 population of persons eight to 17 years old was 727,518

There are six Standard Metropolitan Statistical Areas (SMSAs) in Tennessee. All SMSAs are on one of Tennessee's borders with its eight contiguous states: Alabama, Georgia, North Carolina, Virginia, Kentucky, Missouri, Arkansas, and Mississippi.

Tennessee ranks 46th nationally in total state and local per capita expenditures, 50th in per capita expenditures for education, and 36th in per capita expenditures for public welfare.[1]

B. Child Welfare

Child welfare programs are provided by the Department of Human Services (DHS) and administered through the department's branch offices in each of Tennessee's 95 counties. The DHS provides a full range of child welfare and Title XX services, including protective services, adoption and single parent services, family planning, foster care, day care, and homemaker services. The Interstate Compact on the Placement of Children (ICPC) office within DHS must approve all placements of children in other states and maintains centralized files on these placements. Tennessee has been a member of this compact since 1974.

C. Education

Tennessee's Department of Education (DOE) has the major responsibility for its educational system. There are 147 school districts in Tennessee, which include city, town, county, and special districts. The districts arrange for out-of-state placements, but only for handicapped children.

It is up to the local districts to provide special education programs for the handicapped or to contract out for such programs. Although the placements must be approved by the State Commissioner of Education, the Department of Education does not maintain statewide out-of-state placement records.

D. Juvenile Justice

Tennessee has a county-based juvenile court system which has jurisdiction over dependent, neglected, and delinquent children. Where specific juvenile courts are not present, county courts have jurisdiction over juvenile matters and either hear juvenile cases or delegate this responsibility to the General Session Court. Probation and parole services, however, are provided by the Department of Corrections (DOC), Youth Services Division's Juvenile Probation Unit, with the exception of some of the larger metropolitan areas which have their own probation office (Chattanooga, Knoxville, Memphis, and Nashville).

The Youth Services Division also operates six correctional institutions (youth centers), 13 group homes, and foster care services. All of the courts are able to place children in other states independent of the DOC, including the four metropolitan county-operated probation departments. They, therefore, might not use the DOC administered Interstate Compact on Juveniles for these placements. Tennessee has been a member of the compact since 1955.

E. Mental Health and Mental Retardation

Mental health and mental retardation programs are administered by the Department of Mental Health and Mental Retardation (DMHMR) in Tennessee. Community mental health centers are federal and state funded and governed by local boards. The Tennessee Department of Mental Health and Mental Retardation contracts out with private, nonprofit mental health centers and mental retardation facilities. It was reported that the only time the state will become involved in sending children to other states is via the Interstate Compact on Mental Health for institutionalized placements. Tennessee has been a member of the compact since 1971.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The general findings from the survey of out-of-state placement practices of state and local agencies are presented in the following tabular displays. They are organized to correspond to some of the major issues relevant to the out-of-state placement of children raised in Chapter 1.

A. The Number of Children Placed in Out-of-State Residential Settings

Before the discussion of local and state agencies' practices, an overview is presented in Table 43-2 of the number of out-of-state placements made in 1978 by both local and state agencies, by agency type. All figures provided should be reviewed with an understanding that the number of placements reported by any single agency may also have involved another agency. The total figure, then, may be an overrepresentation of the number of children placed out of state in 1978. (Further discussion of interagency cooperation occurs later in Table 43-6). It appears that the local Tennessee courts had the highest placement activity, reporting 116 placements. State government activity was also high, accounting for over one-half of the placements reported by both state and local agencies.

TABLE 43-2. TENNESSEE: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	75	0	50	9	134
Local Agency Placements	--	12	116	--	128
Total	75	12	166	9	262

-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arranged, and others directly involving the state agency's assistance or knowledge. Refer to Table 43-15 for specific information regarding state agency involvement in arranging out-of-state placement.

Table 43-3 focuses further attention on the number of out-of-state placements arranged by local education and juvenile justice agencies in Tennessee by county of jurisdiction, or location in the case of school districts. It is important to bear in mind that the jurisdiction of school districts contacted is smaller that the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them.

It is apparent from the educational placements by county that a large portion of the total placement figures are not attributable to any one county. The two highest total incidences of placement were in Davidson County (Nashville) and Knox County (Knoxville), with only three and two placements, respectively. Both of these counties have a large juvenile population in addition to the fact that both are included as portions of Tennessee's SMSAs. Seven other counties' school districts had placed a single child out of state in 1978.

In contrast, the local court placements predominantly originated in Montgomery and Knox Counties. The Montgomery County agency placed 25 children outside of Tennessee's borders in the reporting year. Montgomery County is also contained in an SMSA, and borders Kentucky. Another important trend in the local court placements is that 35 percent, or 42 of the 116 court-arranged placements, originated from smaller counties having a juvenile population of less than 5,000.

TABLE 43-3. TENNESSEE: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Anderson	10,654	0	0
Bedford	4,281	1	0
Benton	2,068	1	0
Bledsoe	1,299	0	4
Blount	11,781	0	0
Bradley	10,812	0	0
Campbell	5,448	0	5
Cannon	1,585	0	9 est
Carroll	4,262	0	0
Carter	7,482	0	0
Cheatham	3,259	0	0
Chester	1,755	0	0
Claiborne	3,848	0	*
Clay	1,169	0	5
Cocke	5,228	0	0
Coffee	6,231	0	1
Crockett	2,609	0	0
Cumberland	4,661	0	2
Davidson	73,608	3	0
Decatur	1,520	0	0
DeKalb	2,077	0	0
Dickson	4,873	0	0
Dyer	5,362	0	1
Fayette	5,428	0	0
Fentress	2,746	0	0
Franklin	4,992	0	0
Gibson	8,242	0	7
Giles	3,661	0	0
Grainger	2,956	0	2
Greene	8,376	0	0

TABLE 43-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Grundy	2,211	0	0
Hamblen	7,985	0	0
Hamilton	44,150	0	3
Hancock	1,097	0	0
Hardeman	4,258	0	0
Hardin	3,387		3
Hawkins	6,823	0	0
Haywood	4,368	0	0
Henderson	3,285	0	0
Henry	4,133	0	0
Hickman	2,389	0	0
Houston	1,038	0	0
Humphreys	2,622	0	0
Jackson	1,356	0	0
Jefferson	4,518	0	0
Johnson	2,231	0	6
Knox	46,656	2	10 est
Lake	1,438	0	0
Lauderdale	4,283	0	0
Lawrence	5,929	0	0
Lewis	1,259	0	0
Lincoln	4,372	0	0
Loudon	4,419	0	0
McMinn	6,912	0	0
McNairy	3,517	0	0
Macon	2,135	0	0
Madison	12,339	0	5
Marion	4,147	0	0
Marshall	3,085	0	0
Maury	8,223	1	2
Meigs	1,112	0	0
Monroe	4,565	0	0
Montgomery	12,772	0	25 est
Moore	540	0	0
Morgan	2,582	0	0
Obion	5,341	0	0
Overton	2,769	0	*
Perry	954	0	0
Pickett	762	0	0
Polk	2,144	0	3
Putnam	5,825	0	0
Rhea	3,645	0	0
Roane	7,282	1	0
Robertson	6,031	0	0
Rutherford	10,971	0	3 est
Scott	3,163	0	4 est
Sequatchie	1,427	0	0
Sevier	5,591	0	0
Shelby	136,253	1	3
Smith	2,288	[illegible]	0

TABLE 43-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Stewart	1,283	0	0
Sullivan	22,768	1	3 est
Sumner	13,663	0	3
Tipton	6,193	0	0
Trousdale	882	0	0
Unicol	2,683	0	0
Union	1,991	0	0
Van Buren	687	0	0
Warren	5,435	0	1
Washington	12,666	0	*
Wayne	2,437	0	3 est
Weakley	4,420	0	1
White	3,000	0	0
Williamson	8,484	0	2 est
Wilson	8,145	0	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		12	116 est
Total Number of Local Agencies Reporting		147	95

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

Table 43-4 provides information on the involvement of Tennessee local public agencies in arranging out-of-state placements in 1978. The 100 percent response rate among these agencies includes 147 school districts and 95 local courts hearing juvenile matters. Only three of the participating agencies, all of which were courts, were not able to fully respond to questions about agency involvement in out-of-state placements. A higher percentage of courts were involved in out-of-state placements of children than local school districts. Nine of the 147 local education agencies placed children outside of Tennessee in 1978, while 27 percent, or 26 courts, reported arranging such placements.

TABLE 43-4. TENNESSEE: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type	
	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	9	26
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	3
Agencies Which Did Not Place Out of State	138	66
Agencies Which Did Not Participate in the Survey	0	0
Total Local Agencies	147	95

The local Tennessee agencies which did not arrange out-of-state placements in 1978 were asked to report their reasons for not being involved in the practice. Table 43-5 gives the responses of these 138 school districts and 66 local courts. Nearly 98 percent of the responding local school districts indicated that sufficient services were available within Tennessee in 1978 for children with special needs. Seventeen districts acknowledged a lack of funds for such placements. Several responses reflected some other form of restriction, which included the lack of statutory authority, being against agency policy, parental disapproval, or some other restriction.

Similar responses were also given by the local courts. Almost 70 percent of the responding courts stated that sufficient services were available in Tennessee. Twenty-three of the courts reported that they lacked sufficient funds. A variety of other restrictions were mentioned, which included those given by the local school districts. Two courts gave an additional response, stating that they lacked sufficient knowledge about available out-of-state residential settings.

TABLE 43-5. TENNESSEE: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)	
	Education	Juvenile Justice
Lacked Statutory Authority	13	6
Restricted[b]	6	1
Lacked Funds	17	23
Sufficient Services Available in State	134	46
Other[c]	45	49
Number of Agencies Reporting No Out-of-State Placements	138	66
Total Number of Agencies Represented in Survey	147	95

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The extent of interagency cooperation in the local arrangement of out-of-state placements in 1978 is illustrated in Table 43-6. It was reported that none of the nine placing school districts arranged their placements with the cooperation of another public agency. Apparently, state agency approval of such placements was not considered a cooperative activity.

The local courts which placed children out of state reported a higher level of cooperation with other public agencies. Such interagency involvement occurred for 73 percent of the court-arranged placements.

TABLE 43-6. TENNESSEE: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Education		Juvenile Justice	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	9	6	26	27
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	0	0	16	62
Number of CHILDREN Placed Out of State	12	100	116	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	0	0	85	73

a. See Table 43-4.

All agencies reporting involvement in out-of-state placements were asked to specify the conditions or statuses of the children they helped to place. The education agencies frequently mentioned children with special education needs, as reflected in Table 43-7. However, mentally ill/emotionally disturbed and multiply handicapped children were mentioned almost as frequently. One school district reported placing a child who was battered, abandoned, or neglected.

The responses to this question by the local courts were much more varied. Battered, abandoned, or neglected; unruly/disruptive children; and juvenile delinquents were the most commonly mentioned. These are children who are traditionally served by the courts. Truants, youth with substance abuse problems, adopted children, and children with special education problems also received a large number of responses. One to two court responses were also given to conditions such as physically, mentally, or emotionally handicapped, and pregnancy.

TABLE 43-7. TENNESSEE: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

	Number of AGENCIES Reporting	
Types of Conditions[a]	Education	Juvenile Justice
Physically Handicapped	0	2
Mentally Retarded or Developmentally Disabled	0	1
Unruly/Disruptive	0	14
Truant	0	7
Juvenile Delinquent	0	10
Mentally Ill/Emotionally Disturbed	2	2
Pregnant	0	1

TABLE 43-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting: Education	Number of AGENCIES Reporting: Juvenile Justice
Drug/Alcohol Problems	0	4
Battered, Abandoned, or Neglected	1	17
Adopted	0	3
Special Education Needs	3	3
Multiple Handicaps	2	0
Other[b]	2	0
Number of Agencies Reporting	9	27

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Tennessee's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

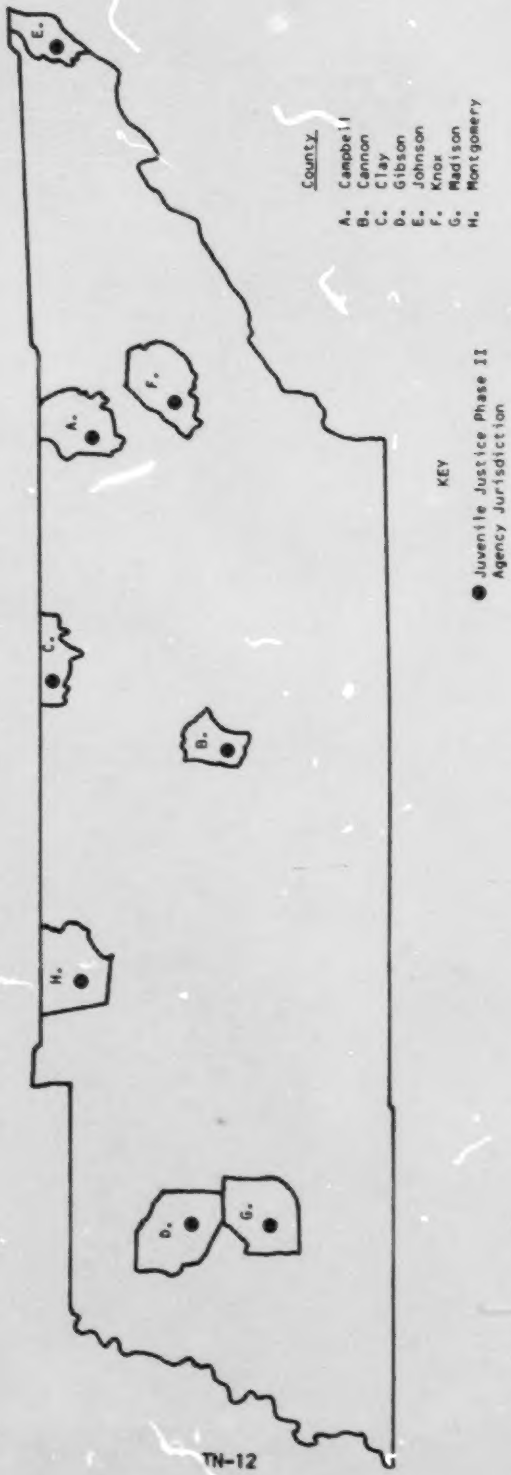
The relationship between the number of local juvenile justice agencies surveyed in Tennessee and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 43-1. Thirty-one percent of the placing juvenile justice agencies were in the Phase II category in 1978. These eight agencies reported arranging 62 percent of the 116 out-of-state placements reported by juvenile justice agencies. Therefore, the detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by Tennessee local agencies in 1978.

FIGURE 43-1. TENNESSEE: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Juvenile Justice
Number of AGENCIES	95
Number of AGENCIES Reporting Out-of-State Placements in 1978	26
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	8
Number of CHILDREN Placed Out of State in 197	116
Number of CHILDREN Placed by Phase II Agencies	72
Percentage of Reported Placements in Phase II	62

The Tennessee counties served by Phase II agencies are scattered throughout the state, as can be seen in Figure 43-2. Four of these counties, Campbell, Clay, Johnson, and Montgomery, are located on state borders and two counties, Knox and Montgomery, are part of SMSAs.

FIGURE 43-2. TENNESSEE: COUNTY LOCATION OF LOCAL PHASE II AGENCIES

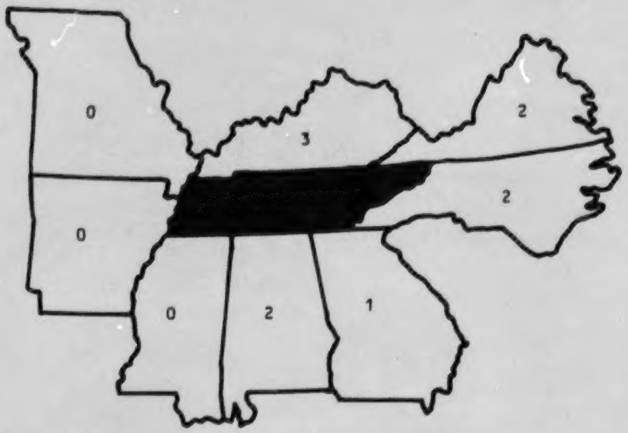


The destinations of the children placed out of state by Tennessee local Phase II public agencies were requested in this survey. Table 43-8 reflects that the destinations of 68 percent of the children placed by the eight reporting Phase II local courts were not available. However, of the 23 children whose destinations were reported, five were sent to Indiana, three to Kentucky, and two to Alabama, New York, North Carolina, and Virginia. States as far as Montana and as near as bordering Georgia each received a child. Considering Tennessee shares a common border with eight different states, the illustration of placements into contiguous states in Figure 43-3 offers an interesting perspective on the placement practices of local courts. Forty-three percent of the placements for which destinations were reported went to states contiguous to Tennessee.

TABLE 43-8. TENNESSEE: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed
	Juvenile Justice
Alabama	2
Georgia	1
Indiana	5
Kentucky	3
Maryland	1
Michigan	1
Montana	1
New York	2
North Carolina	2
Oklahoma	1
Pennsylvania	1
Texas	1
Virginia	2
Placements for Which Destinations Could Not be Reported by Phase II Agencies	49
Total Number of Phase II Agencies	8
Total Number of Children Placed by Phase II Agencies	72

FIGURE 43-3. TENNESSEE: THE NUMBER OF CHILDREN PLACED IN STATES CONTIGUOUS TO TENNESSEE BY LOCAL PHASE II AGENCIES[a]



[a] Local Phase II juvenile justice agencies reported destinations for 23 children.

Those local courts which placed five or more children out of Tennessee in 1978 were asked to provide their reasons for becoming involved in the practice. All possible selections from Table 43-9 were offered by the local courts. The most frequent reasons were the decision to have the child live with an out-of-state relative and the decision to use an out-of-state residential setting as an alternative to Tennessee's institutions. Also given less frequently were responses that the court was aware of an out-of-state facility being closer to a child's home than one in Tennessee and that previous success with an out-of-state program influenced the agency to select it again in 1978.

TABLE 43-9. TENNESSEE: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	4
Previous Success with Receiving Facility	3
Sending State Lacked Comparable Services	1
Standard Procedure to Place Certain Children Out of State	1
Children Failed to Adapt to In-State Facilities	2
Alternative to In-State Public Institutionalization	7
To Live with Relatives (Non-Parental)	7
Other	0
Number of Phase II Agencies Reporting	8

[a] Some agencies reported more than one reason for placement.

The same courts reported the type of placement setting most frequently used out of state and their responses are given in Table 43-10. Relatives' homes were identified by five of the eight courts as the most repeatedly used setting in the reporting year. Also reported by a smaller number of agencies was the most frequent use of residential treatment or child care facilities and foster homes in 1978.

TABLE 43-10. TENNESSEE: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting Juvenile Justice
Residential Treatment/Child Care Facility	2
Psychiatric Hospital	0
Boarding/Military School	0
Foster Home	1
Group Home	0
Relative's Home (Non-Parental)	5
Adoptive Home	0
Other	0
Number of Phase II Agencies Reporting	8

The monitoring practices for children in out-of-state placement by local Phase II courts in 1978 was also sought in this survey. As shown in Table 43-11, the local courts require a written progress report at either regular or irregular intervals. In addition, several courts used telephone calls as a method of monitoring, with two specifying they occurred quarterly or semiannually. One local court reported conducting on-site visits on a quarterly basis.

TABLE 43-11. TENNESSEE: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Juvenile Justice
Written Progress Reports	Quarterly	2
	Semiannually	3
	Annually	1
	Other[b]	1
On-Site Visits	Quarterly	1
	Semiannually	0
	Annually	0
	Other[b]	0
Telephone Calls	Quarterly	1
	Semiannually	1
	Annually	0
	Other[b]	2
Other	Quarterly	0
	Semiannually	0
	Annually	0
	Other[b]	1
Total Number of Phase II Agencies Reporting		8

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

In general, the courts could not report upon the use of public funds to place children out of state. Three courts did, however, report expending a total of $500 for such placements.

D. Use of Interstate Compacts by State and Local Agencies

The survey of local agencies in Tennessee also determined the extent to which interstate compacts were utilized to arrange out-of-state placements. A review of Table 43-12 indicates that 21 of the 35 agencies which placed children out of state in 1978 reported that none of their placements were arranged through an interstate compact. Only one school district reported utilizing a compact in that year, which is not surprising because out-of-state placements to facilities solely educational in character are not under the purview of a compact.

Thirteen courts reported arranging placements with the use of a compact, eight of these being Phase II agencies. Seven of the Phase II courts utilized the Interstate Compact on Juveniles in 1978.

TABLE 43-12. TENNESSEE: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	9	18
• Number Using Compacts	1	5
• Number Not Using Compacts	8	13
• Number with Compact Use Unknown	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	0	8
• Number Using Compacts	--	8
Interstate Compact on the Placement of Children		
Yes	--	0
No	--	6
Don't Know	--	2
Interstate Compact on Juveniles		
Yes	--	7
No	--	0
Don't Know	--	1
Interstate Compact on Mental Health		
Yes	--	0
No	--	6
Don't Know	--	2
• Number Not Using Compacts	--	0
• Number with Compact Use Unknown	--	0
TOTALS		
Number of AGENCIES Placing Children Out of State	9	26
Number of AGENCIES Using Compacts	1	13
Number of AGENCIES Not Using Compacts	8	13
Number of AGENCIES with Compact Use Unknown	0	0

-- denotes Not Applicable.

Further knowledge concerning the utilization of interstate compacts is acquired through consideration of the information given in Table 43-13. This table indicates the number of children who were or were not placed out of state with a compact. An examination of the overall trend shows that a total of 67 children were placed in out-of-state residential care in 1978 without the use of a compact. Eleven of the 12 education placements were arranged without compact use. Forty-five children were placed out of Tennessee by local juvenile justice agencies with compact use, 40 of these placements being arranged by Phase II agencies, 39 of them specifically through the Interstate Compact on Juveniles.

TABLE 43-13. TENNESSEE: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

	Number of CHILDREN	
Children Placed Out of State	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	12	44
• Number Placed with Compact Use	1	5
• Number Placed without Compact Use	11	32
• Number Placed with Compact Use Unknown[a]	0	7
CHILDREN PLACED BY PHASE II AGENCIES	0	72
• Number Placed with Compact Use[b]	--	40
Number through Interstate Compact on the Placement of Children	--	0
Number through Interstate Compact on Juveniles	--	39
Number through Interstate Compact on Mental Health	--	0
• Number Placed without Compact Use	--	24
• Number Placed with Compact Use Unknown	--	8

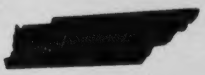


TABLE 43-13. (Continued)

Children Placed Out of State	Number of CHILDREN	
	Education	Juvenile Justice
TOTALS		
Number of CHILDREN Placed Out of State	12	116
Number of CHILDREN Placed with Compact Use	1	45
Number of CHILDREN Placed without Compact Use	11	56
Number of CHILDREN Placed with Compact Use Unknown	0	15

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

Graphic representations of the information gathered about interstate compact utilization for children placed out of state in 1978 by local Tennessee agencies are illustrated in Figures 43-4 and 5. Figure 43-4 shows that of the 12 children reported placed out of state by local education agencies, 92 percent were noncompact-arranged placements and eight percent were compact arranged. Comparative information is illustrated about compact use for placements arranged by local juvenile justice agencies in Figure 43-5.

FIGURE 43-4. TENNESSEE: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

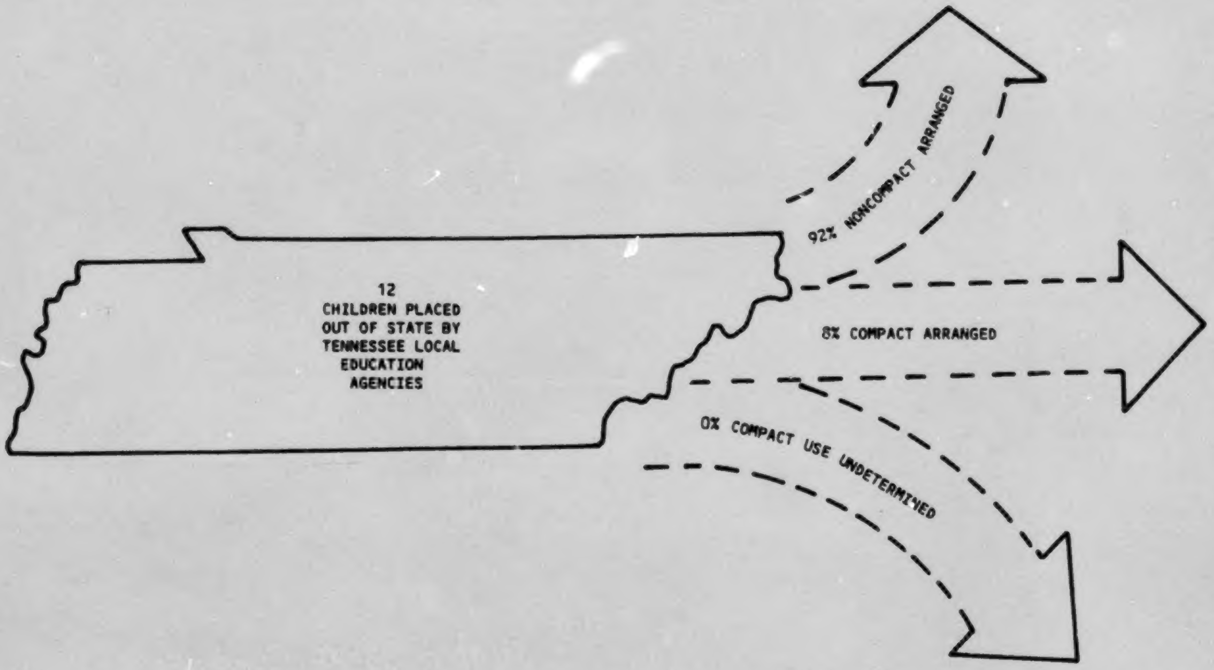
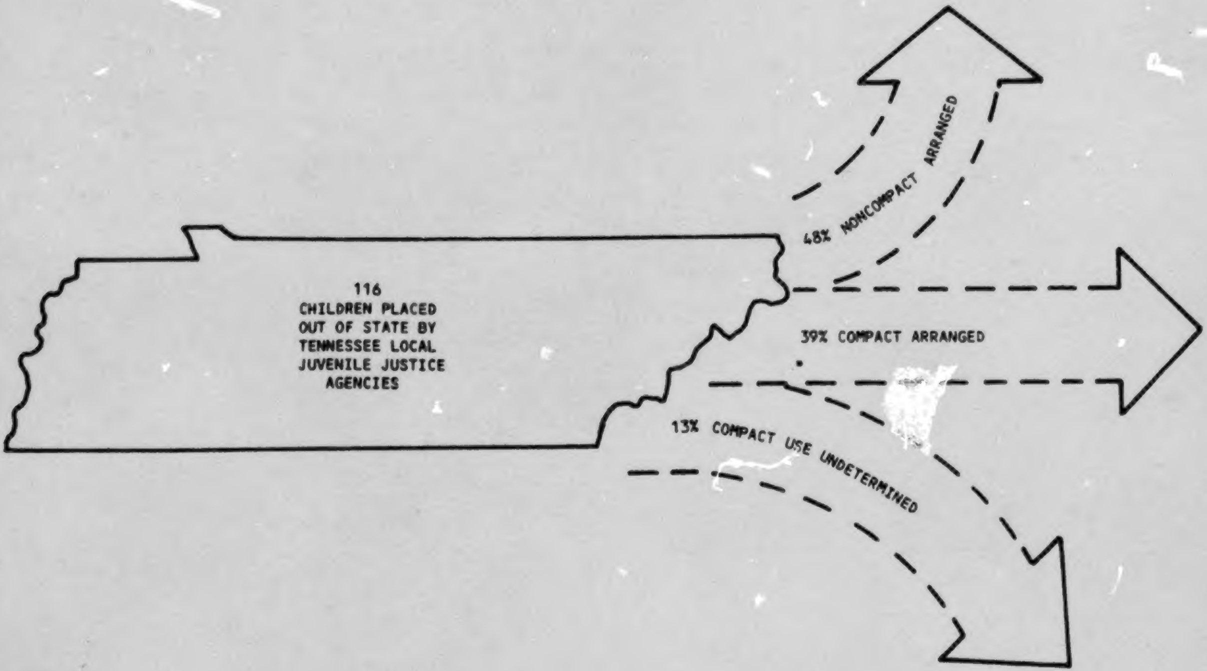


FIGURE 43-5. TENNESSEE: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978



Tennessee state agencies also reported interstate compact utilization for out-of-state placements arranged in 1978, as seen in Table 43-14. The state child welfare and mental health and mental retardation agencies, without local public counterparts, reported use of a compact for all their out-of-state placements. The state education agency repeated the local agency report of no compact use in 1978. Thirty percent of the out-of-state placements determined to be made by state and local juvenile justice agencies were reported by the state agency to have been compact processed.

TABLE 43-14. TENNESSEE: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	75	12	166	9
Total Number of Compact-Arranged Placements Reported by State Agencies	75	0	50	9
Percentage of Compact-Arranged Placements	100	0	30	100

E. The Out-of-State Placement Practices of State Agencies

Table 43-15 provides an introduction to Tennessee state agencies' involvement in arranging out-of-state placements in 1978. Reporting the highest placement activity among state agencies, the Department of Human Services was involved in 75 out-of-state placements, seven of which were ordered by a court and arranged and funded by DHS. The remaining were unspecified as to the type of DHS involvement.

The Department of Education reported five locally arranged and state-funded placements in contrast to the local districts' reported 12 placements. The state agency also reported that placements involving only the local districts were reported to its office but no number could be given at the time of the survey.

The Department of Corrections reported arranging the placement of 50 children in 1978, but did not provide any funds for such placements. These 50 out-of-state placements may include children referred by the state-operated probation offices throughout the state, but local court involvement in out-of-state placements was excluded in the state agency's responses. The Department of Mental Health and Mental Retardation reported nine children placed out of state for which the agency had helped arrange but did not fund the placements.

TABLE 43-15. TENNESSEE: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies: Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	*	0	0	0
Locally Arranged but State Funded	--	5	0	--
Court Ordered, but State Arranged and Funded	7	0	0	0
Subtotal: Placements Involving State Funding	*	5	0	0
Locally Arranged and Funded, and Reported to State	--	*	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	9
Other	*	0	50	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	75	5	50	9

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

Table 43-16 presents the destinations of children reported placed out of state by state agencies which were able to report this information. The state child welfare agency and the juvenile justice agency were not among those agencies able to respond. The Department of Education reported five states each receiving a child: Alabama, Maryland, Missouri, Texas, and Virginia. The Department of Mental Health and Mental Retardation also reported Alabama and Virginia as receiving states in 1978, in addition to Florida, Kentucky, Louisiana, and Michigan.

TABLE 43-16. TENNESSEE: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Alabama		1		1
Florida		0		1
Kentucky		0		2
Louisiana		0		1
Maryland		1		0
Michigan		0		3
Missouri		1		0
Texas		1		0
Virginia		1		1
Placements for Which Destinations Could Not be Reported by State Agencies	All	0	All	0
Total Number of Placements	75	5	50	9

A question about the conditions or statuses of children placed out of state in 1978 was also asked of state agencies. Table 43-17 provides the responses to descriptive categories by the various state agencies. The Department of Human Services reported placing children with a variety of conditions or statuses out of Tennessee in 1978. Among those selected were physically, mentally, emotionally, or developmentally handicapped children, and battered, abandoned, or neglected, adopted, and foster children.

The Department of Education reported placing children who were emotionally disturbed or severely multiply handicapped. The DOC reported placing only juvenile delinquents, while DMHMR was involved with the out-of-state placement of the mentally handicapped or emotionally disturbed child.

TABLE 43-17. TENNESSEE: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	X	0	0	0
Mentally Handicapped	X	0	0	X
Developmentally Disabled	X	0	0	0
Unruly/Disruptive	0	0	0	0

TABLE 43-17. (Continued)

	Agency Type[a]			
Types of Conditions	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Truants	0	0	0	0
Juvenile Delinquents	0	0	X	0
Emotionally Disturbed	X	X	0	X
Pregnant	0	0	0	0
Drug/Alcohol Problems	0	0	0	0
Battered, Abandoned, or Neglected	X	0	0	0
Adopted Children	X	0	0	0
Foster Children	X	0	0	0
Other	0	X	0	0

a. X indicates conditions reported.

A question about the type of setting most frequently receiving children placed out of state in 1978 was asked of state agencies. DHS and DOC reported that relatives' homes were most often used as out-of-state placement settings. DHS also included foster and adoptive homes as settings equally as frequently used by their agency. The state education agency reported residential treatment or child care facilities to most often receive the educational placements, and DMHMR most frequently used psychiatric hospitals in 1978 for children sent out of Tennessee.

The state agencies were further asked to report the amount of public expenditures for the out-of-state placements known to them. This information could only be reported by DOC, which responded that no public money was used in 1978.

F. State Agencies' Knowledge of Out-of-State Placements

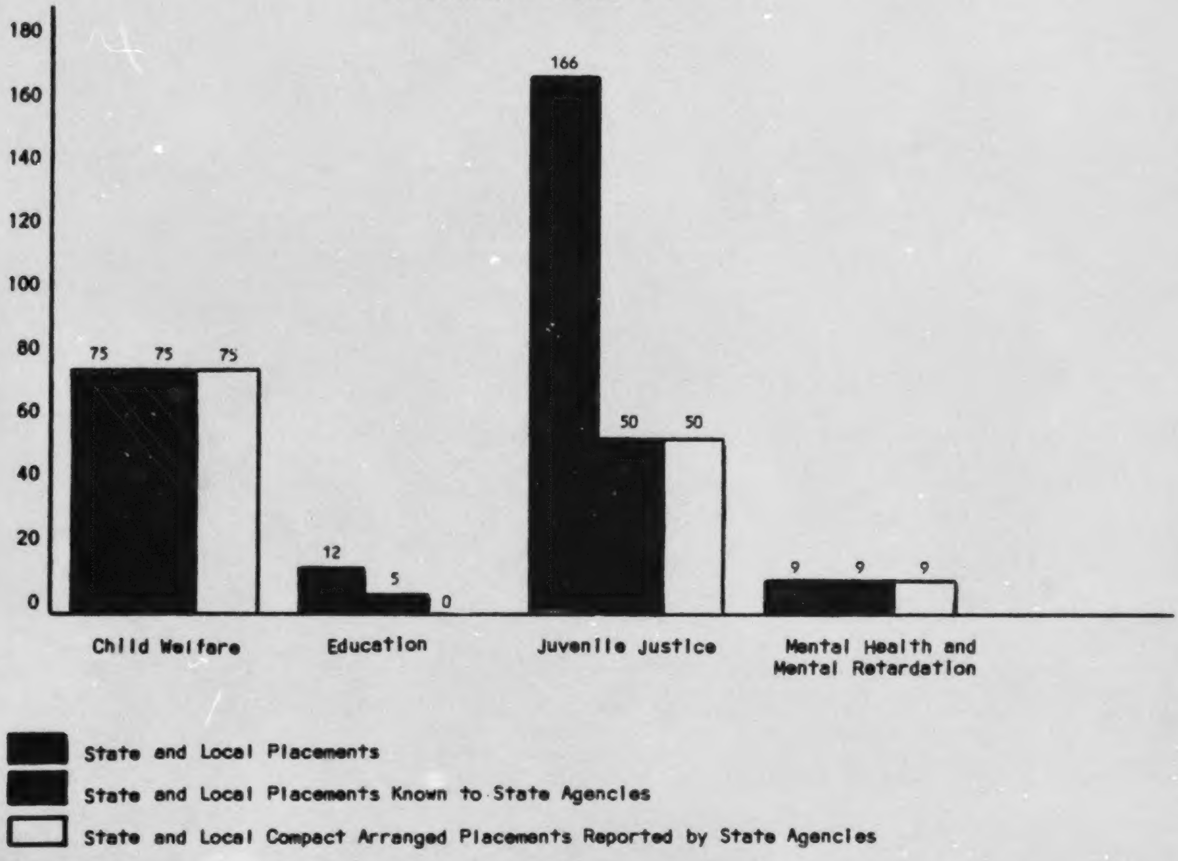
As a final review, Table 43-18 offers the incidence of out-of-state placement reported by Tennessee public agencies and the number of children placed out of state of which the state agencies had knowledge. Child welfare, mental health, and mental retardation services are state operated and the two agencies responsible for these services could, of course, report on all out-of-state placements from these agency types. The state education agency, however, only reported five of the 12 children placed out of Tennessee in 1978 by local school districts. Only 50 out-of-state placements were reported by the state juvenile justice agency, when the state and local survey identified 166 children having been placed out of state in the reporting year.

TABLE 43-18. TENNESSEE: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	75	12	166	9
Total Number of Placements Known to State Agencies	75	5	50	9
Percentage of Placements Known to State Agencies	100	42	30	100

The discrepancies in the latter two state agencies' placement reports are illustrated in Figure 43-6, along with the other state agencies' reports on out-of-state placements and compact utilization.

FIGURE 43-6. TENNESSEE: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS BY STATE AGENCIES, BY AGENCY TYPE



V. CONCLUDING REMARKS

The following are several conclusions which may be drawn from the foregoing discussion of Tennessee public agencies and their out-of-state placement practices.

- The state agencies, excluding the Department of Education, reported 100 percent utilization of interstate compacts for the placement of children into other states. Considering the state agencies' involvement in over one-half of Tennessee's reported placements, the high rate of compact use within these agencies is very significant.
- Local courts and the Department of Human Services are involved in placing children out of state with a variety of conditions, primarily to the homes of relatives, foster homes, or adoptive families.
- Out-of-state placements made by Tennessee's local agencies are not totally an urban phenomenon. Thirty-five percent of these locally arranged placements were made by agencies with county juvenile populations under 5,000.
- Despite state operation of probation services in Tennessee, the Department of Corrections was only able to report the state-arranged out-of-state placements of youth who were processed through an interstate compact in 1978, incorrectly indicating that the local agencies made no out-of-state placements.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Tennessee in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, *County and City Data Book, 1977 (A Statistical Abstract Supplement)*, Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in *Statistical Abstract of the United States: 1979 (100th Edition)*, Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN VIRGINIA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Eugene Campbell, Superintendent of Public Instruction, Department of Education; Graham Taylor, Chief, Bureau of Placement Services, Division of Social Services, Department of Welfare; Dwight Perry, Juvenile Correspondent, Interstate Compact Unit, Division of Community and Prevention Services, Department of Corrections; Hoover B. Lide, Interstate Transfer Coordinator, Department of Mental Health and Mental Retardation; Leslie G. Goode, Assistant Supervisor, Tuition Grant Program, Department of Education; Jane Hotchkiss, Deputy Compact Administrator, Department of Welfare; Raymond J. Pett, Juvenile Justice Statistician, Department of Corrections; Portie S. Weston, Division of Justice and Crime Prevention; and Lyn M. Benson, Residential Placement Specialist, Department of Welfare.

II. METHODOLOGY

Information was systematically gathered about Virginia from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Virginia appears below in Table 47-1.

TABLE 47-1. VIRGINIA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview
	Mailed Survey: DW officials	Mailed Survey: DOE officials	Mailed Survey: DOC officials	Mailed Survey: DMHMR officials
Local Agencies	Telephone Survey: All 124 local child welfare agencies	Telephone Survey: 10 percent sample of the 135 school districts to verify state information	Telephone Survey: All eight local probation departments	Telephone Survey: 10 percent sample of the 37 community services boards to verify state information[a]

[a] Information attributed to the state's school districts and community mental health services boards was gathered from the state education and mental health agencies respectively, and from the 10 percent sample.

The Academy also conducted an intensive on-site case study of Virginia's interstate placement policies and practices at the state and local government levels. The findings from the case study are included in a companion publication, The Out-of-State Placement of Children: A Search for Rights, Boundaries, Services.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Virginia has the 36th largest land area (39,780 square miles) and is the 13th most populated state (4,980,570) in the United States. It has 32 cities with populations over 10,000. Norfolk is the most populated city in the state, with a population of 286,694. Richmond, the capital, is the second most populated city in the state, with a population of 232,652. In addition, Virginia has 14 counties with populations over 100,000. In 1977, nearly 75 percent of the state's population lived in urban areas. Virginia had 95 counties and 41 independent cities at the time of the study. The estimated 1978 population of persons eight to 17 years old was 876,187.

Virginia has eight Standard Metropolitan Statistical Areas (SMSAs). Three of the SMSAs include a portion of three contiguous states, North Carolina, Tennessee, and Maryland, and the District of Columbia. Other contiguous states are West Virginia and Kentucky.

Virginia was ranked 37th nationally in total state and local per capita expenditures, 35th in per capita expenditures for education, and 36th in per capita expenditures for public welfare.[1]

B. Child Welfare

The Virginia Department of Welfare (DW) provides supervisory leadership and financial support to the 124 public welfare agencies operated by 95 county and 35 independent city governments, some of which are multicounty jurisdictions. A full range of social services are offered to adults and children through these locally operated offices, including general assistance and specialized care for the elderly, the disabled, and those children deemed to be in need of protection or in need of supervision (CHINS).

The DW is divided into five units. The Division of Administration and the Division of Licensing function as administrative and regulatory units. The Division of Field Operations supervises the seven regional offices of DW, aimed at coordinating services in the 124 local public welfare agencies. Federal Title XX funds are managed, along with other monies, by the Division of Financial Services. Virginia DW's service programs are 75 percent supported by Title XX funds, with the remaining 25 percent coming from state and local dollars.

Primarily, the DW helps the local public welfare offices to provide services to children and youth through its fifth Division of Social Services (DSS) and its four bureaus. Foster care, adoption, and the monitoring of children in the custody of the local welfare agencies are supervised by its Bureau of Placement Services.

Each local agency has been mandated since 1977 to develop a service plan for every child in custody. This plan must be directed toward a goal of permanency, whether it be a return to the parent's or original custodian's home, adoption, or permanent foster care. The state department provides technical training to local case workers as well as foster parents to support a successful implementation of this mandate.

The Early Periodic Screening, Diagnosis, and Treatment (EPSDT) Program and other protective health programs are under the Bureau of Child Protective Services. The Bureau of Service Programs manages day care, family planning, purchase of service, and work incentive programs. The Purchase of Service Unit approves rates for private care and determines the acceptability of private in-state or out-of-state facilities for a Virginia child's placement. Finally, the Bureau of Management Services operates information systems for foster care and child protection services.

The Interstate Compact on the Placement of Children (ICPC) was adopted by the Virginia General Assembly in 1975 and was administratively housed in the Department of Welfare, Division of Social Services. A formal Interstate Placement Unit within this division's Bureau of Placement Services was organized in order to implement the requirements of this compact membership.

C. Education

The Superintendent of Public Instruction, along with the State Board of Education, is responsible for the administration and supervision of the Virginia public school system. The Department of Education (DOE), under the direction of the superintendent and the board, formulates administrative rules and regulations to enforce the state school legislation. The DOE oversees the 135 Virginia local school divisions' compliance to those laws.

A full range of general education programs are offered to Virginia children by the local school division, districts which are operated by county, independent city, or cooperative municipal governmental bodies. The DOE does not currently operate its own schools, but is involved in the preparation of programs which are implemented by the local divisions. These 135 divisions have traditionally held a great deal of independence from the DOE.

The Division of Special Education Support Services within the DOE is responsible for approving private, nonsectarian schools which may be used by the local divisions for special education purposes. These mandated local special education programs are often headed by a designated director and sometimes involve a specialized staff and administrative subdivision. Special education services for handicapped children vary, depending on the needs of the identified eligible children within the district. An eligibility committee, usually composed of a child's teacher, principal, guidance counselor, social worker, psychologist, and special education consultant, is convened by the local district for the purpose of evaluating a child's education needs and the appropriateness of placement into a special education program. This committee is also responsible for developing the Individualized Education Program (IEP), which outlines the education and treatment plan of each child identified as in need of special education.

The Virginia State Board of Education is responsible for setting rates for placements for its 135 local school districts. The state must approve all out-of-state facilities prior to local placement if state funds are used. If the state approves these out-of-state facilities and costs exceed the rate set, then local districts can place children into those facilities by assuming all additional financial responsibility. If these facilities are not approved by the state, then local districts cannot use state money.

It has been reported that the more affluent school districts in the north-central part of the state may place children out of state without reporting the information to the state. Smaller, less affluent districts cannot afford to place on their own.

D. Juvenile Justice

The state-operated juvenile and domestic relations courts in Virginia's 31 judicial districts have original jurisdiction over dependency, neglect, and abuse cases, as well as over proceedings involving youth under 18 charged with committing delinquent or status offenses. Each district services a geographical area which includes more than one county or independent city. Adoption petitions are handled by district circuit courts.

Eight of the judicial districts house locally operated court service or probation units. The remaining 23 districts receive these probation services through the state-operated Division of Community and Prevention Services (DCPS), Department of Corrections, which also administers juvenile parole and aftercare services. The DCPS runs four community youth homes, helps support 20 other locally operated homes, manages work release programs, and aids in community delinquency prevention.

Since 1977 and the revision of the Virginia Juvenile Code, all court service units are required to have a screening procedure carried out by an intake officer. This officer may divert a child to other special services, detain the youth until a hearing (72-hour limit), or release the child to a guardian or parent.

The Juvenile Code, Section 16.1-279, allows the district court judge or court services unit to use community-based treatment for a youth, rather than commit the youth to the Department of Corrections. Through special funding, called the "286 Fund" after Code Section 16.1-286, the court can purchase services within Virginia for special services, including residential care, such as the 20 group homes operated by the courts.

A director, under the Office of the Secretary of Public Safety, heads the Virginia Department of Corrections, which is responsible for both adult and youth correctional services. The department reorganized itself in 1978, making the former Division of Youth Services part of the new Division of Institutional Services (DIS). Five regions of DIS supervise adult institutions, while a specialized Youth Region operates the Bon Air Reception and Diagnostic Center (RDC) and six learning centers throughout the state. A juvenile adjudicated delinquent by a district court may be committed to the Department of Corrections' Youth Region. However, children determined to be dependent, neglected, or in need of supervision cannot be committed to the department. Most often juveniles committed to the Youth Region are sent to the learning centers after an evaluation at RDC. Other public or private residential treatment centers are used by DIS when these state learning centers are not seen to be appropriate for the youth. It is the responsibility of the RDC Resource Directory Unit to certify all private facilities which meet approval for special placements.

Virginia became a member of the Interstate Compact on Juveniles (ICJ) in 1956. The administrative staff for this compact is located in the Interstate Compact Unit of DCPS.

E. Mental Health and Mental Retardation

The Virginia Department of Mental Health and Mental Retardation (DMHMR) is made up of five agency divisions, which include the Division of Mental Health and the Division of Mental Retardation. The DMHMR has direct responsibility for the operation of 15 state hospitals and residential treatment centers. Each institution receives a separate line-item budget appropriation from DMHMR, however, and establishes independent operating procedures. Two of these facilities offer mental health treatment specifically for children: DeJarnette Center for Human Development and the Virginia Treatment Center for Children. Six other state mental health facilities offer in-patient services for adults and children and the five state training centers for the mentally retarded are available for young patients as well. Children are placed into these state-run facilities by community mental health and retardation agencies, the courts, the Department of Corrections, the Department of Welfare, and local public welfare departments.

Out-patient community mental health and mental retardation services are primarily a local government responsibility in Virginia. However, the DMHMR presently operates two clinics in western communities where local services had not been developed, and several other state-run clinics are planned. Community service boards presently exist in 37 localities, funded by both state and local governments, based upon a per-capita local-state matching grant formula. These service boards can offer an array of services either directly or on a contractual basis with private nonprofit clinics. The DMHMR's five regional offices offer consultation and technical assistance to these boards through mental health and mental retardation coordinators.

It was reported that the local community service boards are able to place children out of state but have no funds to do so. Most children in need of private residential placement are referred to the local public welfare department which then follows child welfare placement procedures.

Virginia is no longer a member state of the Interstate Compact on Mental Health, but it was reported that patient transfers follow many of the compact placement procedures.

F. Recent Developments

In July 1978, the Virginia Division for Children was formed as a government child advocacy agency whose director reports to the Office of the Secretary of Human Resources. This agency emerged from a series of earlier organizations which began in 1968 as a response to planning requirements from the 1960 White House Conference on Children and Youth. Currently, the division is primarily focused on assessment of Virginia public services for children, especially as they relate to "early primary prevention" of family break-up.

Virginia's interagency referral network is particularly evident in a state-level Interagency Prescription Team, which evaluates and refers youth to DMHMR programs in the custody of the Department of Corrections who may need specialized psychological, psychiatric, or mental retardation in-patient services. This team was started in November 1976 as a solution to problems experienced by the Department of Corrections and the DMHMR's concern about the use of state facilities by the DOC. It is a multidisciplinary team made up of specialists from more than one public agency.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

This section of the Virginia state profile presents the survey results, organized in summary tables, and offers some descriptive and interpretative remarks about the findings.

A. The Number of Children Placed in Out-of-State Residential Settings

Before proceeding to the more detailed survey finding, an overview of out-of-state placement activity among the agencies contacted at the state and local levels is provided in Table 47-2. This information has been included at the beginning of this section to give some perspective on how many out-of-state placements are being described in subsequent tables and what agencies tend to be responsible for them. Table 47-2 indicates that out-of-state placement activity in Virginia occurs primarily at the local placement level. Ninety percent of the reported out-of-state placements were arranged by local agencies.

The state child welfare agency reported involvement in the placement of 38 children out of Virginia in 1978. The state Department of Corrections was not able to provide information on its involvement in placements outside of Virginia in 1978, unlike the state education agency which made no out-of-state placements and the state mental health and retardation agency which reported 16 children out of state.

Among local Virginia agencies, school districts reported the greatest number of out-of-state placements in 1978. However, all other local service types had placed children out of state in that year, with the exception of the mental health and mental retardation agencies.

TABLE 47-2. VIRGINIA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	38	0	*	16	54
Local Agency Placements	103	330	52	0	485
Total	141	330	52	16	539

* denotes Not Available.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 47-15 for specific information regarding state agency involvement in arrang-arranging out-of-state placements.

Local agency placement activity is further detailed in Table 47-3, which shows the number of out-of-state placements reported by each local agency jurisdiction. The large number of independent cities (41) in Virginia are listed after the 95 counties, followed by those agency jurisdictions which include more than one county or independent city. The table indicates that placement activity occurred throughout Virginia, but most predominantly in urban areas. The prevalence of out-of-state placements activity in urban areas is observable in Table 47-3, despite the absence of placement information from 14 local child welfare agencies. In fact, two child welfare agencies, serving counties or independent cities with juvenile populations over 25,000, arranged 53 percent of the reported child welfare placements. The capital city of Richmond's agency, in fact, placed twice as many children out of Virginia as any other agency of its service type. Sixty-one children, or 59 percent of all reported child welfare placements, were made by agencies serving independent cities, but not all of these cities have a large juvenile population.

Greater out-of-state placement activity among local education agencies serving jurisdictions with juvenile populations over 25,000 is seen in Table 47-3, as well. Two-thirds of the children who were placed in 1978 by local school districts came from these areas. In contrast to the child welfare agencies, 71 percent of the out-of-state education placements in 1978 came from school districts serving Virginia counties. Most outstanding in this education placement information is the 139 children placed outside of Virginia by the Fairfax County school district. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all within them.

All of the 52 local juvenile justice placements were made by agencies serving areas with greater juvenile populations (25,000 and over). An estimated 50 of these children were placed out of Virginia by the juvenile justice agency serving Fairfax County, Fairfax City, and Falls Church City. In total, at least 189 Virginia children were placed out of state in 1978 by all the public agencies surveyed which served this one northern SMSA county and the two independent cities it surrounds. The more affluent northern localities' ability to finance out-of-state placements with local funds was discussed in section III, and the fact that 50 percent, or 243 children, of the 485 local agency placements reported came from four counties (Arlington, Fairfax, Loudoun, and Prince William) and one independent city (Alexandria), and one multijurisdictional area (Fairfax County, Fairfax City, and Falls Church City) confirms this likelihood. These localities are within the Virginia portion of the Washington, D.C., SMSA.

TABLE 47-3. VIRGINIA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Accomack	5,050	7	3	--
Albermarle	7,388	0	1	--
Alleghany	2,414	--	0	--
Amelia	1,685	0	0	--
Amherst	4,906	0	0	--
Appomattox	2,081	0	0	--
Arlington	17,286	2	10	0
Augusta	8,752	--	0	--
Bath	867	0	0	--
Bedford	5,005	0	1	--
Bland	789	0	0	--
Botetourt	3,650	0	0	--
Brunswick	2,906	0	0	--
Buchanan	7,358	0	1	--
Buckingham	2,388	0	0	--
Campbell	7,451	0	0	--
Caroline	3,256	0	1	--
Carroll	4,219	0	0	--
Charles City	1,526	1	0	--
Charlotte	2,388	*	0	--
Chesterfield	20,178	--	5	--
Clarke	1,428	0	0	--
Craig	600	0	0	--
Culpeper	4,084	1	0	--
Cumberland	1,391	0	1	--
Dickenson	3,574	1	0	--
Dinwiddie	3,760	0	0	--
Essex	1,583	0	0	--
Fairfax	106,315	--	39	--
Fauquier	5,730	2	0	--
Floyd	1,829	0	0	--
Fluvanna	1,651	0	0	--
Franklin	5,765	4	--	--
Frederick	5,256	1	6	--
Giles	2,985	1	0	--
Gloucester	2,932	0	0	--
Goochland	2,038	0	1	--
Grayson	2,399	1	0	--
Greene	1,314	0	0	--
Greensville	2,035	--	1	--
Halifax	5,846	0	--	--
Hanover	8,861	0	0	--
Henrico	27,900	0	17	0
Henry	10,696	0	0	--
Highland	350	0	0	--

TABLE 47-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Child Welfare	Education	Juvenile Justice
Isle of Wight	3,912	0	0	--
James City	3,374	1	--	--
King and Queen	914	0	0	--
King George	1,687	1	1	--
King William	1,521	0	0	--
Lancaster	1,440	0	1	--
Lee	3,930	1	0	--
Loudoun	10,454	3	4	--
Louisa	3,180	1	0	--
Lunenberg	2,393	0	0	--
Madison	1,680	0	0	--
Mathews	1,223	0	0	--
Mechlenburg	5,301	0	0	--
Middlesex	1,060	0	0	--
Montgomery	7,887	2	1	--
Nelson	2,020	0	0	--
New Kent	1,355	0	0	--
Northampton	2,563	0	1	--
Northumberland	1,396	0	0	--
Nottoway	2,346	0	0	--
Orange	2,997	2 est	0	--
Page	3,310	0	2	--
Patrick	2,841	0	0	--
Pittsylvania	12,044	0	2	--
Powhatan	1,593	0	0	--
Prince Edward	2,249	0	0	--
Prince George	3,034	0	0	--
Prince William	34,724	*	10	--
Pulaski	5,616	*	2	--
Rappahannock	1,131	0	0	--
Richmond	1,101	0	0	--
Roanoke	11,625	1	4	--
Rockbridge	3,050	0	0	--
Rockingham	9,303	0	0	--
Russell	4,599	0	0	--
Scott	4,164	0	6	--
Shenandoah	4,383	1	0	--
Smyth	4,193	3	3	--
Southampton	3,746	0	0	--
Spotsylvania	4,574	0	0	--
Stafford	5,952	0	1	--
Surry	1,070	*	0	--
Sussex	2,296	0	0	--
Tazewell	8,033	0	0	--
Warren	3,217	0	1	--
Washington	6,954	4	4	--
Westmoreland	2,274	0	0	--
Wise	7,614	*	1	--
Wythe	3,941	1	0	--
York	7,881	--	2	--

TABLE 47-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Child Welfare	Education	Juvenile Justice
Independent City Jurisdictions				
Alexandria City	12,640	*	25	0
Bedford City	991	--	--	--
Bristol City	3,453	0	0	--
Buena Vista City	1,112	--	0	--
Charlottesville City	4,896	0	3	--
Chesapeake City	20,951	0	0	--
Clifton Forge City	790	0	1	--
Colonial Heights City	2,998	--	0	--
Covington City	1,567	--	0	--
Danville City	6,867	3	1	--
Emporia City	825	--	--	--
Fairfax City	4,506	--	--	--
Falls Church City	1,290	--	0	--
Franklin City	1,314	0	1	--
Fredericksburg City	1,860	0	1	--
Galax City	893	0	0	--
Hampton City	24,228	*	2	0
Harrisonburg City	2,433	0	0	--
Hopewell City	4,392	1	1	--
Lexington City	877	--	0	--
Lynchburg City	9,512	*	6 est	--
Manassas City	*	0	--	--
Manassas Park City	*	0	0	--
Martinsville City	3,343	*	0	--
Newport News City	25,946	0	4	0
Norfolk City	44,359	18	20 est	--
Norton City	717	0	0	--
Petersburg City	8,576	*	0	--
Poquoson City	*	--	0	--
Portsmouth City	19,722	0	0	--
Radford City	1,528	1 est	1	--
Richmond City	36,135	37 est	23	--
Roanoke City	14,836	0	2	--
Salem City	3,527	--	--	--
South Boston City	1,097	--	0	--
Staunton City	3,030	--	1	--
Suffolk City	1,976	0	0	--
Virginia Beach City	43,635	*	4	2
Waynesboro City	2,822	0	0	--
Williamsburg City	632	0	--	--
Winchester City	2,901	1	0	--
MultiCounty Jurisdictions				
Williamsburg City, James City		--	1	--
Halifax, South Boston City		--	0	--

TABLE 47-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978: Child Welfare	Number of CHILDREN Placed during 1978: Education	Number of CHILDREN Placed during 1978: Juvenile Justice
MultiCounty Jurisdictions (Continued)				
Roanoke City, Salem City, Roanoke		--	--	0
Staunton City, Augusta		*	--	--
Fairfax, Fairfax City, Falls Church City		--	--	50 est
Fairfax, Falls Church City		*	--	--
Alleghany, Covington City		0	--	--
Greensville, Emporia City		0	--	--
Chesterfield, Colonial Heights City		0	--	--
York, Poquoson City		*	--	--
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		103 est	330 est	52 est
Total Number of Local Agencies Reporting		118	135	8

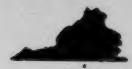
* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The reported involvement of local agencies in out-of-state placement is described in more detail in Table 47-4. As suggested in the previous table, local agency involvement in sending children out of Virginia is predominant. At least 29 percent of the local child welfare agencies and school districts, and two of the eight local juvenile justice agencies placed children into other states. Consistent with the state reportings, the local community service boards did not place children outside of Virginia in 1978.

It should be noted that eight local child welfare agencies could not report their out-of-state placement involvement in the reporting year and an additional six child welfare agencies did not participate



in the survey. These are reflected in Table 47-3. The state child welfare agency maintains records of local agency out-of-state placement activity but the state agency's data was not confirmed by a sample of local departments of public welfare and all of the local agencies were surveyed.

TABLE 47-4. VIRGINIA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type: Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Agencies Which Reported Out-of-State Placements	28	47	2	0
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	8	0	0	0
Agencies Which Did Not Place Out of State	82	88	6	37
Agencies Which Did Not Participate in the Survey	6	0	0	0
Total Local Agencies	124	135	8	37

Those agencies which did not place children into other states for care and treatment in 1978 reported why no such placements occurred and these responses are summarized in Table 47-5. The majority of local agencies, with the exception of local mental health and mental retardation agencies, reported the presence of sufficient services in Virginia for children served in 1978. The 37 reporting local mental health and mental retardation agencies, in contrast, stated that they lacked statutory authority to place children out of state. Additionally, four community service boards stated that they lacked funds for such placements. Local child welfare agencies and school districts also reported these responses, but to a lesser degree than the mental health and mental retardation agencies.

TABLE 47-5. VIRGINIA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Lacked Statutory Authority	2	0	2	37
Restricted[b]	9	0	0	0
Lacked Funds	5	0	3	4
Sufficient Services Available in State	33	88	5	0
Other[c]	58	0	3	0
Number of Agencies Reporting No Out-of-State Placements	82	88	6	37
Total Number of Agencies Represented in Survey	115	135	8	37

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Table 47-6 describes the extent of interagency cooperation which occurred in the course of local agencies arranging out-of-state placements in 1978. The local education agencies reported the highest level of cooperation, with 98 percent of the placing agencies reporting involvement with other public agencies in the placement of 97 percent of the children sent out of Virginia. Fifty-seven percent of the placing child welfare agencies reported interagency cooperation in the placement of 60 percent of the children they reported. One local juvenile justice agency placing 50 children outside of Virginia reported cooperating with another agency. The other reporting juvenile probation office arranged two out-of-state placements without any assistance from another agency.

TABLE 47-6. VIRGINIA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Juvenile Justice	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	28	24	47	35	2	25
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	16	57	46	98	1	50
Number of CHILDREN Placed Out of State	103	100	330	100	52	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	62	60	321	97	50	96

a. See Table 47-4.

All local Virginia agencies reporting out-of-state placements were asked to describe the children that they placed according to a series of descriptive categories. The responses of these agencies follow in Table 47-7. As a group, child welfare agencies responded to every condition to describe the children they had placed out of state. This indicates involvement by these agencies with children having a very wide variety of characteristics. Thirty-nine of the 52 agency responses were given to five of the descriptions: unruly/disruptive; mentally ill/emotionally disturbed; battered, abandoned, or neglected; adopted; and "other" conditions. All other conditions or statuses listed received from one to three responses.

All but one school district reporting out-of-state placements said that they had placed children who were regarded as mentally retarded or developmentally disabled and those needing special education. Almost all districts mentioned two types of conditions for children placed out of state: mentally ill/emotionally disturbed and physically handicapped. Three school districts also placed multiply handicapped children and two indicated that girls were placed out of state while pregnant.

The two juvenile courts reporting out-of-state placements said that two categories of children leaving the state under their jurisdiction were unruly/disruptive and mentally ill/emotionally disturbed. A single court also responded positively to six other descriptive categories which, except for physically and mentally handicapped, are fairly consistent with the types of problems these agencies are designed to address.

TABLE 47-7. VIRGINIA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting: Child Welfare	Education	Juvenile Justice
Physically Handicapped	2	44	1
Mentally Retarded or Developmentally Disabled	3	46	1
Unruly/Disruptive	4	0	2
Truant	1	0	0
Juvenile Delinquent	1	0	1
Mentally Ill/Emotionally Disturbed	4	44	2
Pregnant	1	2	0
Drug/Alcohol Problems	1	0	1
Battered, Abandoned, or Neglected	4	0	1
Adopted	16	0	1
Special Education Needs	2	46	0
Multiple Handicaps	2	3	0
Other[b]	11	0	0
Number of Agencies Reporting	28	47	2

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

C. Detailed Data from Phase II Agencies

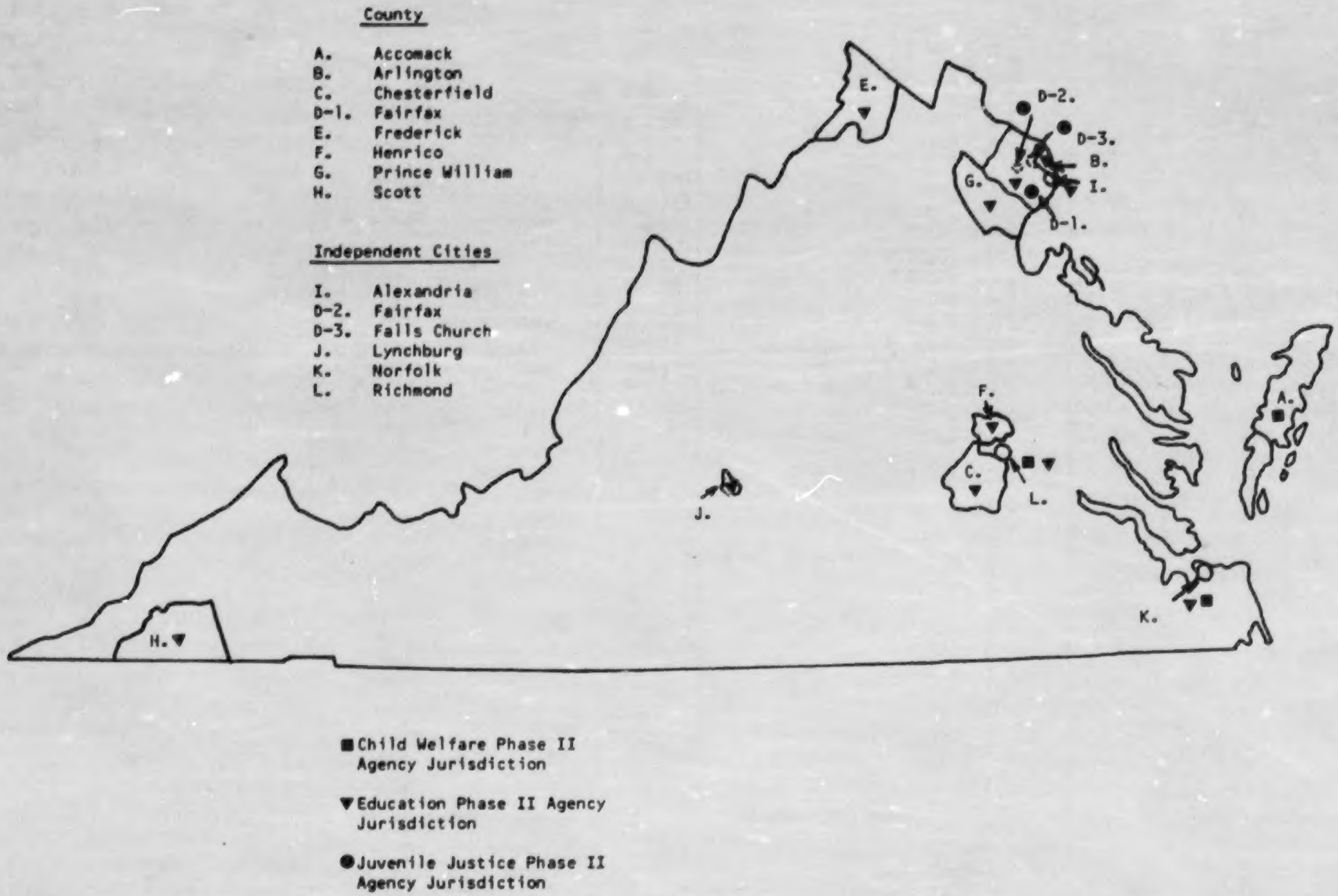
If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Virginia's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Virginia agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 47-1. Only 11 percent of the local child welfare agencies which were able to report their placement involvement were Phase II agencies, but these three agencies helped arrange 60 percent of the out-of-state child welfare placements. Twenty-three percent of the local education agencies which placed out of state in 1978 were in the Phase II category, reporting the arrangement of 81 percent of the school districts' placements. One of the two placing local juvenile justice agencies was a Phase II agency in 1978, having arranged 96 percent of the placements arranged by this local survey type.

FIGURE 47-1. VIRGINIA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice
Number of AGENCIES	118	135	8
Number of AGENCIES Reporting Out-of-State Placements in 1978	28	47	2
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	3	11	1
Number of CHILDREN Placed Out of State in 1978	103	330	52
Number of CHILDREN Placed BY Phase II Agencies	62	267	50
Percentage of Reported Placements in Phase II	60	81	96

Figure 47-2 illustrates the geographic location of the counties and independent cities served by these 15 Phase II agencies. It can be seen from this figure that there are two clusters of local Phase II agencies, one in the northern area of the state adjacent to the District of Columbia and another around the state capital of Richmond. The remaining Phase II education agencies are scattered throughout the state. The only county-operated Phase II child welfare agency serves the peninsula county of Accomack.



County

A.	Accomack
B.	Arlington
C.	Chesterfield
D-1.	Fairfax
E.	Frederick
F.	Henrico
G.	Prince William
H.	Scott

Independent Cities

I.	Alexandria
D-2.	Fairfax
D-3.	Falls Church
J.	Lynchburg
K.	Norfolk
L.	Richmond

■ Child Welfare Phase II Agency Jurisdiction

▼ Education Phase II Agency Jurisdiction

● Juvenile Justice Phase II Agency Jurisdiction

FIGURE 47-2. VIRGINIA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES

Local Phase II agencies were asked to report the destinations of the children they helped to place in 1978. The responses of the local Phase II child welfare agencies, school districts, and juvenile probation offices appear in Table 47-8. The local Phase II child welfare agencies which reported 54 children's destinations sent them to settings in a total of 16 states, within every region of the country except the Pacific coast, as well as to the District of Columbia. However, states most predominantly utilized by Virginia child welfare agencies were in the same or surrounding geographic regions of Virginia. Pennsylvania received the largest number of children for whom destinations were reported (30 percent), followed by neighboring Maryland. The next largest number of children were sent to more distant Georgia, followed by four placements to the adjacent District of Columbia and four to more distant Ohio.

Phase II school districts reported destinations for only six percent of their placements. These few children, like those reported upon by child welfare agencies, were primarily placed in the same or surrounding regions of Virginia (Maryland, Pennsylvania, Georgia). Two children were also sent to Texas.

The one juvenile justice agency that placed 50 children out of Virginia in 1978 was able to report the destinations of all the children placed. Maryland and the District of Columbia each received 20 of these children, and Pennsylvania residential settings were the destination of ten Virginia children sent by this agency.

In total, 27 percent of the children for whom out-of-state placement destinations were reported by local agencies went to settings in Pennsylvania in 1978. Figure 47-3 illustrates the even more predominant use of contiguous states by local Phase II public agencies in that year. Maryland received 37, or nearly 31 percent, of the children for whom destinations were reported, and the District of Columbia received 20 percent of these children. It should be recalled from the discussion of Table 47-3 that agencies in the Washington, D.C., SMSA were the primary placers among Virginia local agencies. In fact, the one juvenile justice agency reporting destinations is located in that SMSA, serving Fairfax County and the cities of Fairfax and Falls Church. Finally, as illustrated in Figure 47-3, 52 percent of the placements for which destinations were reported were made to states sharing a border with Virginia and to the District of Columbia.

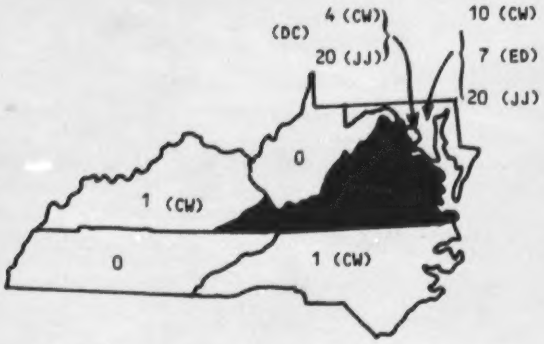
TABLE 47-8. VIRGINIA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
District of Columbia	4		20
Florida	1		0
Georgia	6	1	0
Idaho	1		0
Iowa	1		0
Kentucky	1		0
Maryland	10	7	20
Massachusetts	1		0
Michigan	1		0
Mississippi	1		0
Missouri	1		0
Nebraska	1		0
New York	3		0
North Carolina	1		0
Ohio	4		0
Pennsylvania	16	7	10
Texas	1	2	0
Placements for Which Destinations Could Not be Reported by Phase II Agencies	8	250	0
Total Number of Phase II Agencies	3	11	1

TABLE 47-8. (Continued)

Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Total Number of Children Placed by Phase II Agencies	62	267	50

FIGURE 47-3. VIRGINIA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO VIRGINIA BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II child welfare agencies reported destinations for 54 children. Local Phase II education agencies reported destinations for 17 children. Local Phase II juvenile justice agencies reported destinations for 50 children.

The reasons given by Phase II agencies for becoming involved in out-of-state placement are indicated in Table 47-9. Two Phase II child welfare agencies reported out-of-state placements were made as an alternative to public institutionalization in Virginia and two responses were also given to preferring to place a child with an out-of-state relative. Single child welfare agencies also mentioned having had previous success with an out-of-state facility and perceiving Virginia to lack comparable services to the out-of-state setting selected.

All 11 Phase II school districts reported placing children out of Virginia in 1978 because of previous success with certain out-of-state facilities and because they perceived comparable services to be lacking within Virginia. Ten Phase II education agencies also mentioned that children failed to adapt to in-state facilities. This response was also given by the single Phase II juvenile justice agency, as well as three other reasons for placing children out of state. The agency, located in northern Virginia, reported the receiving facilities were actually closer to children's homes than one in Virginia, that Virginia lacked comparable services to the ones utilized, and that it was determined that certain children should live with out-of-state relatives.

TABLE 47-9. VIRGINIA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	0	1
Previous Success with Receiving Facility	1	11	0
Sending State Lacked Comparable Services	1	11	1
Standard Procedure to Place Certain Children Out of State	0	0	0
Children Failed to Adapt to In-State Facilities	0	10	1
Alternative to In-State Public Institutionalization	2	0	0
To Live with Relatives (Non-Parental)	2	0	1
Other	1	0	0
Number of Phase II Agencies Reporting	3	11	1

a. Some agencies reported more than one reason for placement.

The same Phase II agencies reporting reasons for placing children into other states also describe the type of setting most frequently selected to receive children. Table 47-10 indicates that one each of the reporting child welfare agencies most often used a different type of setting in 1978. One utilized a residential treatment or child care facility most often, another reported using foster homes, and the third most frequently utilized relatives' homes. The out-of-state setting most frequently utilized by both local school districts and courts was the residential treatment or child care facility.

TABLE 47-10. VIRGINIA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Residential Treatment/Child Care Facility	1	11	1
Psychiatric Hospital	0	0	0
Boarding/Military School	0	0	0
Foster Home	1	0	0
Group Home	0	0	0
Relative's Home (Non-Parental)	1	0	0
Adoptive Home	0	0	0
Other	0	0	0
Number of Phase II Agencies Reporting	3	11	1

Local Phase II agencies further reported the type and frequency of monitoring practices that were undertaken after a child had been placed out of Virginia. A majority of the responses summarized in Table 47-11 for local child welfare and education agencies indicate that quarterly written progress reports were a primary method of monitoring used by these agencies. All local child welfare agencies reported making telephone contact with the placement setting at irregular intervals, and one of the child welfare agencies reported conducting on-site visits quarterly. One school district received written progress reports on a semiannual basis, while another response was given to telephone calls to the out-of-state placement setting at irregular intervals.

The one local Phase II court used three methods of monitoring, all at different time intervals. Telephone calls were made on a quarterly basis, on-site visits were conducted annually, and written progress reports were received at irregular times.

TABLE 47-11. VIRGINIA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]		
		Child Welfare	Education	Juvenile Justice
Written Progress Reports	Quarterly	3	10	0
	Semiannually	0	1	0
	Annually	0	0	0
	Other[b]	0	0	1
On-Site Visits	Quarterly	1	0	0
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	0	0	0

TABLE 47-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]		
		Child Welfare	Education	Juvenile Justice
Telephone Calls	Quarterly	0	0	1
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	3	1	0
Other	Quarterly	0	0	0
	Semiannually	1	0	0
	Annually	0	0	0
	Other[b]	1	0	0
Total Number of Phase II Agencies Reporting		3	11	1

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Two Phase II child welfare agencies and three school districts responded to questions about their expenditures for out-of-state placements in 1978. The two child welfare agencies reported spending an estimated total of $3,500 for these placements, and reporting school districts expended $225,000 in public revenues for placements in other states. The one local court reported that no public dollars were spent for out-of-state placements in 1978.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children concerns the extent to which interstate compacts are utilized to arrange such placements. Table 47-12 reports overall findings about the use of compacts in 1978 by local agencies which arranged out-of-state placements. Information is given to facilitate a comparison of compact utilization across agency types and between agencies with four or less and five or more placements (Phase II). In addition, the specific type of compact which was used by Phase II agencies is reported in Table 47-12.

Consideration of compact utilization by local Virginia agencies finds that, in total, 53 out of 77 agencies reported not using a compact to arrange any out-of-state placements. It can also be observed, however, that all but four of the placing child welfare agencies reported some compact use in 1978, including all three Phase II agencies. None of the Virginia school districts or locally operated juvenile justice agencies reported utilizing a compact in that year.

In other states' profiles, the lack of interstate compact utilization by school districts was linked to the fact that no compact specifically provides for the placement of children into facilities solely educational in character. However, in recent years the Virginia legislature has given extensive regulatory powers to the Department of Welfare's Interstate Compact Office, which has been interpreted to include educational placements. It was not until July 1980, however, that a complete understanding of this regulatory authority over the out-of-state placements made by school districts was agreed upon by the Department of Education and the Department of Welfare. It is not clear why no local juvenile justice placements were processed through a compact, when Virginia belongs to both the ICJ and the ICPC.

TABLE 47-12. VIRGINIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	25	36	1
• Number Using Compacts	18	0	0
• Number Not Using Compacts	4	36	1
• Number with Compact Use Unknown	3	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	3	11	1
• Number Using Compacts	3	0	0
Interstate Compact on the Placement of Children			
Yes	3	0	0
No	0	11	1
Don't Know	0	0	0
Interstate Compact on Juveniles			
Yes	0	0	0
No	3	11	1
Don't Know	0	0	0
Interstate Compact on Mental Health[a]			
Yes	--	--	--
No	--	--	--
Don't Know	--	--	--
• Number Not Using Compacts	0	11	1
• Number with Compact Use Unknown	0	0	0
TOTALS			
Number of AGENCIES Placing Children Out of State	28	47	2
Number of AGENCIES Using Compacts	21	0	0
Number of AGENCIES Not Using Compacts	4	47	2
Number of AGENCIES with Compact Use Unknown	3	0	0

-- denotes Not Applicable.

a. Virginia was not a member of the Interstate Compact on Mental Health during the reporting year.

Table 47-13 again shows the total absence of utilization of the compacts by local school districts and juvenile justice agencies by displaying the number of placements made and arranged through compact proceedings. Also noted is the much greater compact utilization for placements made by child welfare agencies. At least 80 children, 78 percent of the total child welfare placements, were sent out of Virginia with the use of an interstate compact. Fifty-five of the 62 children placed by Phase II agencies were processed through the Interstate Compact on the Placement of Children, the remaining seven children not having been reported to a compact office.

TABLE 47-13. VIRGINIA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

	Number of CHILDREN		
Children Placed Out of State	Child Welfare	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES ~~REPORTING~~ FOUR OR LESS PLACEMENTS	41	63	2
• Number Placed with Compact Use	25	0	0
• Number Placed without Compact Use	4	63	2
• Number Placed with Compact Use Unknown[a]	12	0	0
CHILDREN PLACED BY PHASE II AGENCIES			
• Number Placed with Compact Use	55	0	0
Number through Interstate Compact on the Placement of Children	55	0	0
Number through Interstate Compact on Juveniles	0	0	0
Number through Interstate Compact on Mental Health[b]	--	--	--
• Number Placed without Compact Use	7	267	50
• Number Placed with Compact Use Unknown	0	0	0
TOTALS			
Number of CHILDREN Placed Out of State	103	330	52
Number of CHILDREN Placed with Compact Use	80	0	0
Number of CHILDREN Placed without Compact Use	11	330	52
Number of CHILDREN Placed with Compact Use Unknown	12	0	0

TABLE 47-13. (Continued)

— denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unkown."

b. Virginia was not a member of the Interstate Compact on Mental Health during the reporting year.

A graphic summarization of these findings about local agency utilization of interstate compacts in Virginia is illustrated in Figures 47-4, 5, and 6. These figures illustrate the percentage of placements arranged by agencies of each service type which were compact arranged, noncompact arranged, and undetermined with respect to compact use.

FIGURE 47-4. VIRGINIA: THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

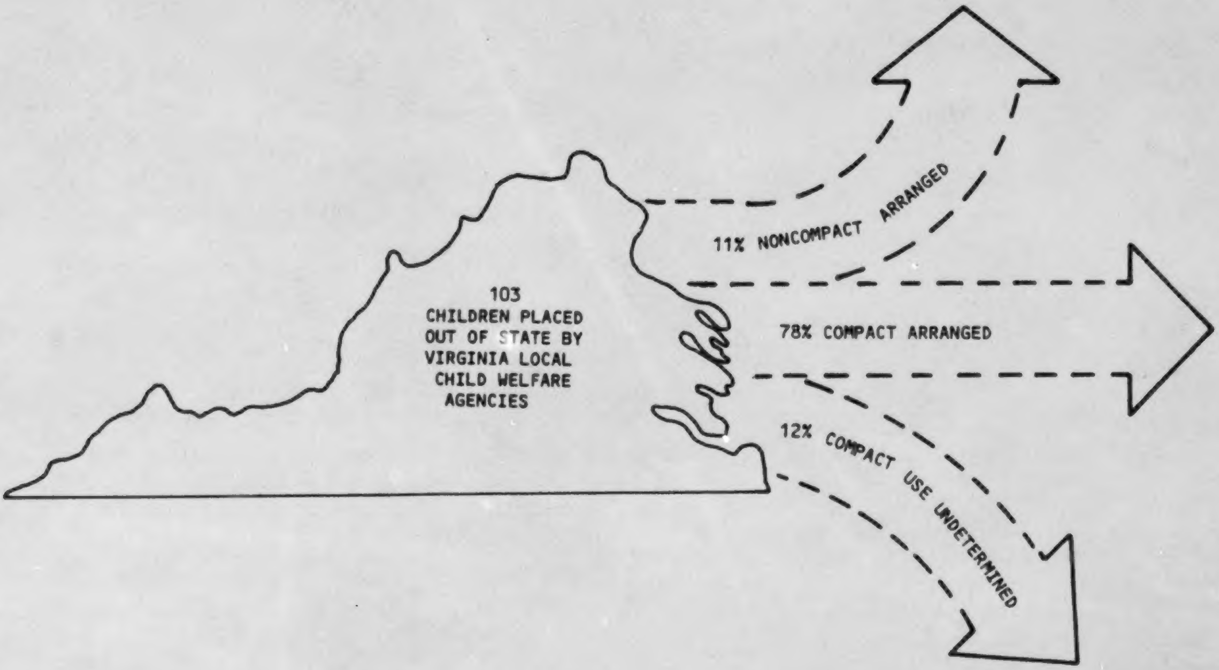


FIGURE 47-5. VIRGINIA: THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

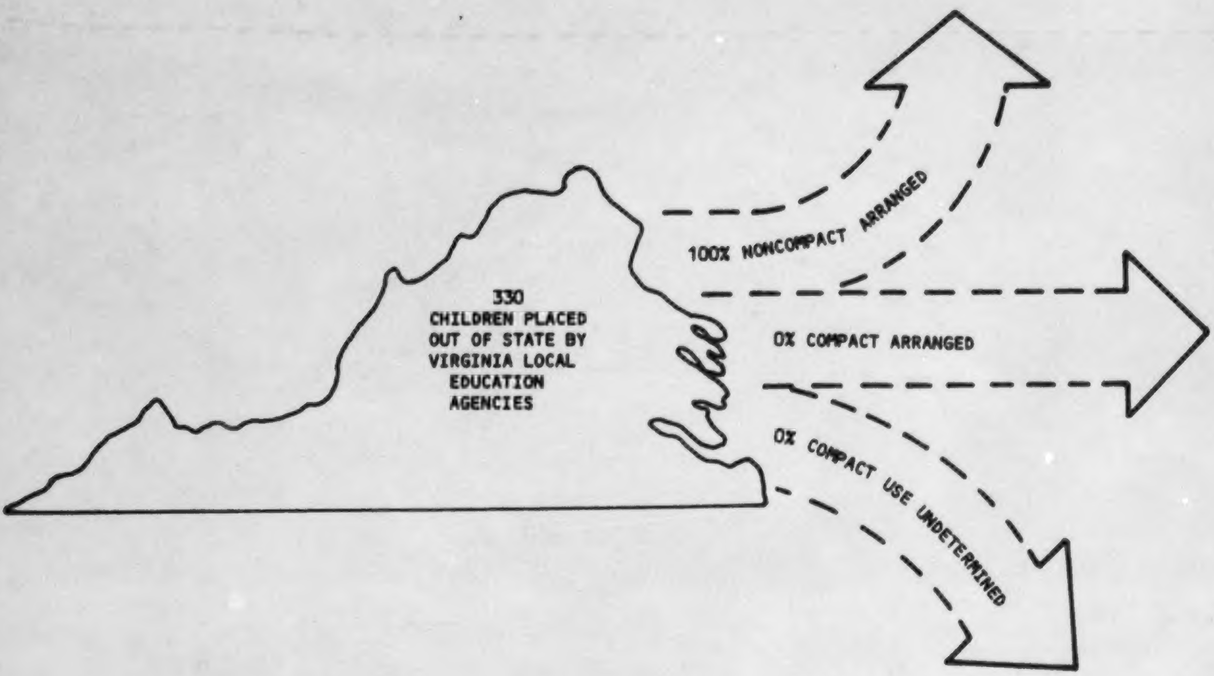
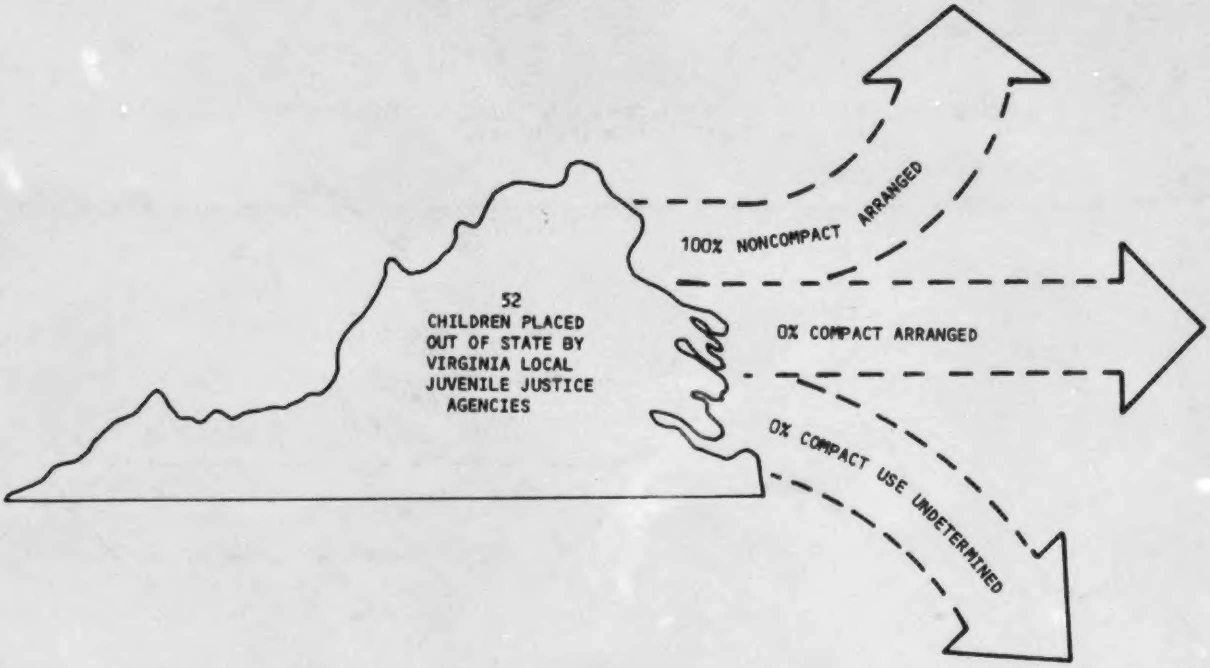


FIGURE 47-6. VIRGINIA: THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978



Virginia state agencies also reported interstate compact utilization for the placements of which they had knowledge. Table 47-14 shows that both the state child welfare and mental health and mental retardation agencies reported 100 percent utilization for the out-of-state placements of which they were aware. Unlike the local school districts' report of no compact use, the state education agency reported that 94 children were placed out of state with the use of an interstate agreement. The state juvenile justice agency could not report upon interstate compact use at the time of this study.

TABLE 47-14. VIRGINIA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	141	330	*[a]	16
Total Number of Compact-Arranged Placements Reported by State Agencies	180	94	*	16
Percentage of Compact-Arranged Placements	100[b]	28	*	100

* denotes not Available.

a. The local juvenile justice agencies reported arranging 52 out-of-state placements in 1978. The state juvenile justice agency, however, could not report on its placement involvement.

b. The state child welfare agency reported knowledge of a larger number of out-of-state placements involving local agencies than were identified by the survey. Fourteen local agencies did not report their placement involvement.

E. The Out-of-State Placement Practices of State Agencies

Table 47-15 provides the number of children placed out of state by Virginia state agencies according to their involvement in the placement process. The Department of Welfare's interstate compact office reported knowledge of 142 out-of-state placements which were arranged by local child welfare agencies and state funded. Additionally, 38 children were reported to have been placed through this state compact office by other public and private agencies in Virginia or private individuals. Recalling that the survey of local child welfare agencies identified 103 out-of-state placements in 1978, it should also be noted that 14 local agencies did not report their involvement in placements for various reasons (see Table 47-4).

The Department of Education reported funding 236 placements, which were arranged by local school districts. Ninety-four additional placements were reported to the Department of Education by the local school districts, which were reported to be made in cooperation with the Department of Corrections and the Department of Welfare.

The Department of Corrections' interstate compact office reported that they had helped arrange an unspecified number of placements where no funding by the department was required. The DMHMR also reported helping to arrange out-of-state placements without state funding as well as "other" types of placement, without specifying how many children were involved. However, in total, DMHMR had knowledge of or helped to arrange the out-of-state placement of 16 children in 1978.

TABLE 47-15. VIRGINIA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	0	0	0	0
Locally Arranged but State Funded	142	236	0	0
Court Ordered, but State Arranged and Funded	0	0	0	0
Subtotal: Placements Involving State Funding	142	236	0	0
Locally Arranged and Funded, and Reported to State	0	0	0	0
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	0	94	*	*
Other	38	0	0	*
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	180	330	*	16

* denotes Not Available.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

Virginia state agencies were asked to report the number of children that were sent to specific states in the same way as local Phase II agencies, and the answers to this question are shown in Table 47-16. The Department of Welfare provided complete information about the destination of 180 children placed out of state. Consistent with the local agencies' reports, contiguous states and the District of Columbia are primary receivers of Virginia's child welfare placements. Forty-three percent, or 77 children, were sent to these neighboring jurisdictions in 1978. More distant placements, however, were made throughout the continental United States and to two African countries.

The state education agency reported a similar trend by school districts to place children in contiguous states or the District of Columbia. However, these states received 42 percent of the local education placements for which destinations were reported, while Pennsylvania, still relatively close to Virginia's northern border, was the destination of 101 children, or 31 percent of these placements. The remaining 89 children were placed in settings in 16 other states, including several New England states, New Jersey, and New York.

Due to the unavailability of placement information from the state juvenile justice agency, destinations of children were not provided. The DMHMR did, in contrast, report the destinations of all 16 children it had knowledge of being placed out of Virginia in 1978. Two children went to each of five states (Florida, New Jersey, North Carolina, Pennsylvania, and South Carolina), while six other states each received one child.

TABLE 47-16. VIRGINIA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Alabama	0	1		0
Arizona	2			0
Arkansas	1			0
California	7			1
Colorado	1			0
Connecticut	2	15		1
Delaware	0	3		0
District of Columbia	18	72		0
Florida	4	12		2
Georgia	6	4		1
Illinois	2	1		1
Indiana	4			0
Iowa	2			0
Kansas	1			0
Kentucky	2	2		0
Maine	1	4		0
Maryland	21	46		1
Massachusetts	2	8		0
Michigan	2			0
Minnesota	2			0
Mississippi	2			0
Missouri	2	2		0
Nebraska	2			0
Nevada	0	1		0
New Hampshire	1	2		0
New Jersey	10	11		2
New York	9	9		0
North Carolina	14	11		2
Ohio	3	1		1
Oklahoma	1			0
Oregon	2			0
Pennsylvania	12	101		2
South Carolina	3	13		2
Tennessee	13	5		0
Texas	10			0
Utah	2			0
Vermont	0	2		0
Washington	2			0
West Virginia	9			0
Africa	3			0

TABLE 47-16. (Continued)

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Placements for Which Destinations Could Not Be Reported by State Agencies	0	4	All	0
Total Number of Placements	180	330	*	6

* denotes Not Available.

The state agencies were asked to describe the conditions and statuses of the children placed out of Virginia in 1978. Table 47-17 summarizes their responses. The state child welfare agency reported children in all categories except for juvenile delinquents, truants, and unruly/disruptive children. It should be noted that, as discussed in section III, children determined to be status offenders or in need of supervision are the responsibility of the child welfare system. Similarly, the state juvenile justice agency's response to this question, which includes several descriptive categories falling under status offenses, causes more questions to arise about placement authority and activity.

The Department of Education reported that mentally, physically, and emotionally handicapped children, as well as learning disabled children ("other"), were placed out of Virginia in 1978. The Department of Mental Health and Mental Retardation reported knowledge of placements of mentally handicapped and developmentally disabled children in that year.

TABLE 47-17. VIRGINIA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	X	X	0	0
Mentally Handicapped	X	X	0	X
Developmentally Disabled	X	0	0	X
Unruly/Disruptive	0	0	X	0
Truants	0	0	X	0
Juvenile Delinquents	0	0	X	0
Emotionally Disturbed	X	X	X	0
Pregnant	X	0	0	0
Drug/Alcohol Problems	X	0	X	0
Battered, Abandoned, or Neglected	X	0	X	0
Adopted Children	X	0	0	0
Foster Children	X	0	0	0

TABLE 47-17. (Continued)

Types of Conditions	Agency Type[a] Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Other	X	X	0	0

a. X indicates conditions reported.

Virginia state agencies were also asked to describe the type of setting that was most frequently selected to receive children in other states. The Department of Welfare and DOC said that children placed out of Virginia most frequently went to live with relatives. The Department of Education and DMHMR said that the settings most frequently receiving children placed out of Virginia were residential treatment or child care facilities.

The public expenditures, according to the source of funds, by state agencies for out-of-state placement in 1978 are summarized in Table 47-18. The only agency that reported expenditures was the Department of Welfare. This agency reported that $264,281 was spent, 41 percent from state funds, 25 percent federal funds, and 34 percent coming from local funds.

TABLE 47-18. PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
• State	$108,469	*	*	*
• Federal	67,162	*	*	*
• Local	88,650	*	*	*
• Other	0	*	*	*
Total Reported Expenditures	$264,281	*	*	*

* denotes Not Available.

F. State Agencies' Knowledge of Out-of-State Placement

As a final review, Table 47-19 offers the incidence of out-of-state placements reported by Virginia public agencies and the number of children placed out of state of which the state agencies had knowledge. With the exception of the unavailable state juvenile justice information, all state agencies are reflected to have complete knowledge of out-of-state placement activity in 1978. However, the larger number of placements attributed by the state agency to local child welfare agencies than were identified by the local survey needs further explanation. According to the Department of Welfare's interstate compact office records, 49 local child welfare agencies placed 142 children out of Virginia in 1978, all arranged with the use of a compact. The survey of the 124 local agencies, however, resulted in 28 local agencies reporting 103 out-of-state placements, including incidence reports from some agencies which were not known to the state office and some placements (see Table 47-13) which were not processed through a compact. On the other hand, the 14 local agencies which could not report their placement involvement or did not participate in the survey may have been involved in some of the placements known to the state agency.

TABLE 47-19. VIRGINIA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	141	330	*[a]	16
Total Number of Placements Known to State Agencies	180	330	*	16
Percentage of Placements Known to State Agencies	100[b]	100	*	100

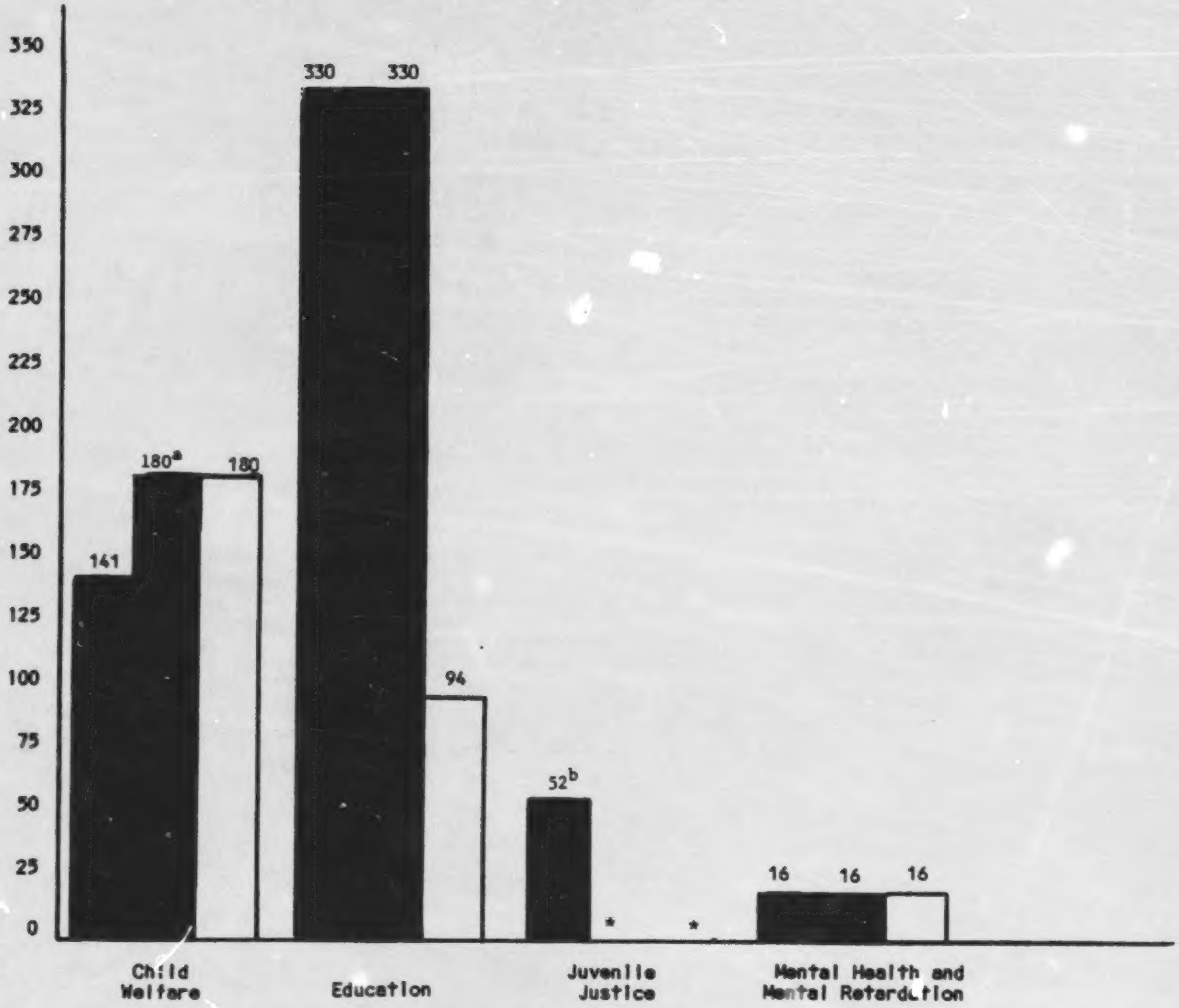
* denotes Not Available.

a. The local juvenile justice agencies reported arranging 52 out-of state placements in 1978. The state juvenile justice agency, however, could not report on its placement involvement.

b. The state child welfare agency reported more locally arranged out-of-state placements than were identified in the local survey.

Figure 47-7 illustrates state agencies' knowledge of out-of-state placement from Virginia as well as the level of compact utilization reported by these same state agencies. Several points of interest appear in this figure in regard to compact use. Both the state child welfare and education agencies reported a greater utilization of interstate compacts by their local counterparts than was identified by the local survey. Acknowledging the local incidence discrepancy already discussed in the previous table, child welfare agencies only reported 80 children having been placed out of Virginia with the use of a compact. Local school districts reported no compact utilization in 1978, although it should be recalled from Table 47-15 that the state agency reported these 94 compact-arranged placements involved the cooperation of juvenile justice and child welfare agencies which may have utilized compacts without the knowledge of local school districts.

FIGURE 47-7. VIRGINIA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



* denotes Not Available

■ State and Local Placements

■ State and Local Placements Known to State Agencies

□ State and Local Compact Arranged Placements Reported by State Agencies.

a. The state child welfare agency reported more locally arranged out-of-state placements than were identified in the local survey.

b. The local juvenile justice agencies reported to have arranged 52 out-of-state placements in 1978.

V. CONCLUDING REMARKS

Some general conclusions about the out-of-state placement practices of Virginia public agencies may be drawn from the survey results.

- Out-of-state placement is predominantly a local phenomenon in Virginia, with 90 percent of all reported placements involving local agencies. However, this placement activity was well-known to the supervising state agencies, with the possible exception of juvenile justice from which placement information was unavailable.

- At least 39 percent of the total out-of-state placements arranged by local Virginia agencies were made by agencies serving Fairfax County and the cities of Fairfax and Falls Church in the northern urban portion of the state, immediately adjoining the District of Columbia and Maryland.

- Interstate compacts were not utilized by any of the locally operated courts which reported out-of-state placements in 1978, while at least 78 percent of the local child welfare placements were compact arranged.

- There was a tendency among all Virginia local agencies to place children in contiguous states and the District of Columbia, and an additional strong trend for school districts to place children in Pennsylvania residential settings.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Virginia in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN WEST VIRGINIA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Keith Smith, Division of Special Education and Student Support Systems, Department of Education; Jean B. Kiley, Deputy Administrator, Division of Social Services, Department of Welfare; Claudette Ladika, Interstate Secretary, Department of Corrections; and Ida B. Chamberlain, Interstate Compact Coordinator, Department of Health.

II. METHODOLOGY

Information was systematically gathered about West Virginia from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in West Virgina appears below in Table 49-1.

TABLE 49-1. WEST VIRGINIA: METHODS OF COLLECTING DATA

	Survey Methods, by Agency Type			
Levels of Government	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DSS officials	Telephone Interview Mailed Survey: DOE officials	Telephone Interview Mailed Survey: DOC officials and DSS officials	Telephone Interview Mailed Survey: DH officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: All 55 local school districts	Telephone Survey: All 32 district courts	Not Applicable (State Offices)

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

West Virginia has the 41st largest land area (24,070 square miles) and is the 34th most populated state (1,799,349) in the United States. Its largest city, Huntington, has a population of nearly 69,000. The capital city of Charleston is the next largest city with over 67,000 people. While these are the only two cities with over 50,000 people, West Virginia has 15 cities with populations over 10,000 and five of these cities have populations between 25,000 and 50,000. It has 55 counties. The estimated 1978 population of persons eight to 17 years old was 306,646.

There are five Standard Metropolitan Statistical Areas (SMSAs) in the state, with all but one of these SMSAs bordering the contiguous states of Ohio, Kentucky, and Pennsylvania. The other two contiguous states to West Virginia are Maryland and Virginia.

West Virginia was ranked 39th nationally in total state and local per capita expenditures, 48th in per capita expenditures for education, and 35th in per capita expenditures for public welfare.[1]

B. Child Welfare

In West Virginia, child welfare services are administered by the Department of Welfare's (DW) Division of Social Services (DSS) through 27 area offices around the state. Child welfare services include protective services, shelter care, foster care, adoption, day care, family planning, single parent services, homemaker services, and group care. The DW also provides probation and parole services for juveniles. The division administers the Interstate Compact on the Placement of Children (ICPC). West Virginia has been a member of the compact since 1975. Local area offices use either the ICPC or the Interstate Compact on Juveniles through the Department of Corrections, depending upon which is appropriate for a particular child.

C. Education

The West Virginia Department of Education (DOE) is responsible for all educational programs within the state. Within DOE is the Division of Special Education and Student Support Systems, which is directly involved with the placement of children in other states. In West Virginia, there are 55 county school districts, which provide special services and the normal curriculum for grades K-12. The school districts can place children out of state without necessarily reporting the information to the DOE. However, it was reported that these out-of-state placements are few because local school districts would not be reimbursed by the state for these placements. The West Virginia code places the responsibility for the education of all exceptional children on county boards of education. Out-of-state instructional funds are granted to counties to assist them in meeting their financial responsibility relative to placement of students in out-of-state facilities (West Virginia Code, Chapter 18, Article 20, Section 1).

The county school system will pay at least an amount equal to the county average per pupil cost for each approved student placed in out-of-state instruction. The state will then apply an amount up to, but not more than, the grant award as determined yearly by the Department of Education. First priority for allocation of funds will be given to students currently approved for funding who continue to remain eligible. Remaining funds will be divided among new applicants based on projected costs. Total state funds are limited to the amount appropriated by the legislature.

If costs for education and related services for any approved student exceed the allocation from the DOE, the county school system is responsible for any excess costs. In the case where an application is initiated and approved by the county, but all out-of-state funds have been distributed, the county will have to assume responsibility for seeing that excess costs of education and related services are at no expense to the parents.

The county is responsible for setting up the criteria for eligibility for these funds. The determination of the need for out-of-state placement is reported to follow the Special Education Delivery Process (identification/referral, screening, evaluation, placement, instruction, and reevaluation) within the county school system. Individuals cannot be considered for out-of-state placement until they enter

the special education process and are recommended by the Special Education Placement Advisory Committee (PAC). The PAC must fully consider the least restrictive alternative when recommending placement. Out-of-state placement is usually the most restrictive placement option. It can be undertaken only when no other option is available.

Following the PAC recommendation, the county determines the eligibility of the student for out-of-state placement, using their criteria for eligibility for out-of-state placement. If the county determines the student to be eligible, the county may request out-of-state instructional funds from the Division of Special Education and Student Support Systems. Placements and Individualized Education Programs (IEPs) for students currently approved for out-of-state placement must be reviewed at least annually.

D. Juvenile Justice

In West Virginia, circuit courts exercise jurisdiction over dependent, neglected, and delinquent children. Each court's jurisdiction spans one or more counties. Adjudicated delinquents can be committed to the Department of Corrections (DOC) which maintains four correctional institutions. DOC also administers the Interstate Compact on Juveniles (ICJ). West Virginia has been a member of the compact since 1963.

Probation and parole services are provided by the Department of Welfare's area offices. There is a youth services unit within these offices, with workers to provide probation services for the circuit courts. The youth services units channel out-of-state placements through the Interstate Compact on Juveniles. However, circuit courts can and do make out-of-state placements independently from the youth services units and other state offices.

E. Mental Health and Mental Retardation

The Department of Health (DH) provides mental health and mental retardation services in West Virginia, in addition to administering the Interstate Compact on Mental Health (ICMH). West Virginia has been a member of the compact since 1957. Within DH, the Division of Institutions operates two institutions for the mentally retarded and ten long-term elderly care and psychiatric facilities. The DH's Division of Community Services supervises 14 private, local mental health centers. According to state information, these private mental health centers do not make out-of-state placements. The Department of Health itself has no placement funds as its own. The department may assist in making out-of-state placements, but will refer these matters to either the Department of Welfare or the Department of Education when state funds are needed.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The results of the survey of state and local public agencies in West Virginia are included in this section of the profile, along with some descriptive remarks about the findings. The data has been collected and organized so as to address the major issues identified in Chapter 1 relevant to the out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

Before proceeding to the specific findings about policies and practices in West Virginia, a summary of the out-of-state placement activity among state and local agencies is offered in Table 49-2. This overview should serve to frame the information which follows in terms of the number of children to which they pertain. Table 49-2 indicates that most of the out-of-state placements that were reported were made by the state child welfare and juvenile justice agency, the DW's Division of Social Services.

Unfortunately, the number of placements made by the Department of Corrections was not available at the time of the study and, therefore, does not allow for much comparison between West Virginia state and local agencies.

At the local level, placements were made by both the local school districts and the circuit courts, with 21 and nine placements respectively.

TABLE 49-2. WEST VIRGINIA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	52	2	*	0	54
Local Agency Placements	--[b]	21	9	--	30
Total	52	23	9	0	84

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 49-11 for specific information regarding state agency involvement in arranging out-of-state placements.

b. There are no child welfare agencies operated by local government in West Virginia. Local juvenile justice agencies are represented in a separate column of this table.

Table 49-3 indicates the number of placements made by local agencies in each West Virginia county or multicounty jurisdiction. It should be noted that two circuit courts serve Berkeley, Jefferson and Monroe Counties, one of which did not place any children. Also, not apparent from Table 49-3 is the high percentage of education placements originating in border counties. Only one of the 21 education placements, reported by the Wirt County school district, was not from a border county. Wirt County is included in the Parkersburg-Marietta, Ohio SMSA, despite its small juvenile population.

Similar findings can be seen among the local circuit courts in their counties of jurisdiction. Over one-half of the juvenile justice out-of-state placements were from border counties, while the remaining four children sent out of state originated from Raleigh County, which has a higher juvenile population than most West Virginia counties.

TABLE 49-3. WEST VIRGINIA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Barbour	2,546	*	--
Berkeley	7,002	1	--
Boone	5,056	0	--
Braxton	2,194	0	--
Brooke	5,328	0	--
Cabell	15,208	4	2 est
Calhoun	1,452	0	--
Clay	1,962	0	--
Doddridge	1,110	0	--
Fayette	9,539	0	0
Gilmer	1,158	0	--
Grant	1,598	1	--
Greenbrier	5,459	2	--
Hampshire	2,447	0	--
Hancock	7,212	1	--
Hardy	1,460	0	--
Harrison	12,162	1	0
Jackson	4,267	0	--
Jefferson	4,308	0	--
Kanawha	36,299	0	0
Lewis	3,170	0	--
Lincoln	3,946	0	--
Logan	8,786	0	0
McDowell	9,853	0	0
Marion	9,784	1	0
Marshall	6,588	0	--
Mason	4,500	1	--
Mercer	10,643	0	2 est
Mineral	4,365	0	--
Mingo	7,340	1	0
Monongalia	8,825	0	0
Monroe	1,721	0	--
Morgan	1,623	1	--
Nicholas	4,748	0	0
Ohio	9,318	4	--
Pendleton	1,082	1	--
Pleasants	1,579	0	--
Pocahontas	1,384	0	--
Preston	4,844	0	0
Putnam	5,670	0	--
Raleigh	13,132	0	4 est
Randolph	4,498	0	0
Ritchie	1,652	1	--
Roane	2,289	0	--
Summers	2,257	0	--

TABLE 49-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Taylor	2,579	0	--
Tucker	1,311	0	--
Tyler	1,943	0	--
Upshur	3,431	0	--
Wayne	6,771	0	0
Webster	2,027	0	--
Wetzel	3,781	0	--
Wirt	893	1	--
Wood	15,923	0	--
Wyoming	6,623	0	0
Multicounty Jurisdictions			
Hancock, Brooke, Ohio		--	0
Marshall, Wetzel, Tyler		--	0
Pleasants, Ritchie, Doddridge		--	0
Wood, Wirt		--	0
Roane, Calhoun, Jackson		--	0
Pocahontas, Summers, Monroe, Greenbrier		--	0
Webster, Braxton, Clay		--	0
Pendleton, Hardy, Hampshire		--	0
Boone, Lincoln		--	0
Berkeley, Jefferson, Morgan		--	1
Mineral, Grant, Tucker		--	0
Lewis, Upshur		--	0
Putnam, Mason		--	0
Taylor, Barbour		--	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		21	9 est
Total Number of Local Agencies Reporting		55	31

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

As noted in reference to Table 49-2, the only locally administered agencies serving children in West Virginia are school districts and circuit courts. The results of the survey of these local agencies are presented in this section of the profile. Table 49-4 reflects the involvement of local agencies in out-of-state placements. All local agencies participated in the survey, and only one of these agencies, a local school district, could not report on its full involvement. Fourteen of the 55 local school districts, constituting about one-fourth of all local school districts, reported placing children out of state in 1978. A smaller percentage, 13 percent, of circuit courts were involved in sending children to other states for care and treatment in that year.

TABLE 49-4. WEST VIRGINIA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type	
	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	14	4
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	1	0
Agencies Which Did Not Place Out of State	40	27
Agencies Which Did Not Participate in the Survey	0	0
Total Local Agencies	55	31

The reasons why local West Virginia agencies did not send children into other states in 1978 are summarized in Table 49-5. Ninety percent of the local school districts said that sufficient services were available in West Virginia to meet children's needs. A smaller percentage reported that they lacked funds or statutory authority, or they found out-of-state placements prohibitive because of the distance involved (noted in the "other" category).

About 67 percent of the circuit courts not placing children out of state in 1978 said that sufficient services were available in West Virginia. Nine courts reported that they lacked funds and eight stated that out-of-state placements were against court policy. Additionally, at least one court reported parental disapproval of such placements and that the court lacked knowledge of appropriate out-of-state residential care.

TABLE 49-5. WEST VIRGINIA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)	
	Education	Juvenile Justice
Lacked Statutory Authority	2	0
Restricted	0	0
Lacked Funds	4	9
Sufficient Services Available In State	36	18
Other[b]	3	18
Number of Agencies Reporting No Out-of-State Placements	40	27
Total Number of Agencies Represented in Survey	55	31

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Interagency cooperation that occurred among public agencies in their efforts to place children out of West Virginia in 1978 is described in Table 49-6. The table shows the presence of this kind of collaboration among all local school districts reporting placements and involving 81 percent of the children placed by these agencies. Only one of the placing circuit courts reported making two placements in cooperation with other public agencies.

TABLE 49-6. WEST VIRGINIA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Education		Juvenile Justice	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	14	25	4	13
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	14	100	1	25
Number of CHILDREN Placed Out of State	21	100	9	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	17	81	2	22

a. See Table 49-4.

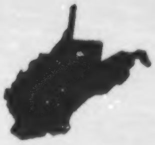


Table 49-7, describing the characteristics of children placed into other states by local agencies, indicates that most local school districts placed children in need of special education services as well as those who were mentally retarded or developmentally disabled, mentally ill or emotionally disturbed, and physically or multiply handicapped. One to three school districts reported placing unruly/disruptive, autistic (in the "other" category), and battered, abandoned, or neglected children.

Children placed by circuit courts reported fewer conditions or statuses of children than those described by the school districts. These court responses included the juvenile delinquent, the unruly/disruptive child, and children with drug or alcohol problems.

TABLE 49-7. WEST VIRGINIA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Physically Handicapped	7	0
Mentally Retarded or Developmentally Disabled	9	0
Unruly/Disruptive	3	1
Truant	0	0
Juvenile Delinquent	0	3
Mentally Ill/Emotionally Disturbed	8	0
Pregnant	0	0
Drug/Alcohol Problems	0	3
Battered, Abandoned, or Neglected	1	0
Adopted	0	0
Special Education Needs	11	0
Multiple Handicaps	6	0
Other[b]	2	0
Number of Agencies Reporting	14	4

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

There were no local agencies in West Virginia which placed more than four children out of state in 1978 and, therefore, no agencies were requested to provide the information collected from Phase II agencies in other states.

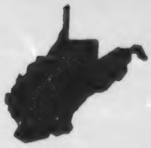
C. Use of Interstate Compacts by State and Local Agencies

Local agencies' compact utilization based on various factors is displayed in the following tables and figures. The first table, Table 49-8, describes this agency utilization, putting aside the frequency of placements. As can be seen in this table, none of the school districts used an interstate compact and only one of the circuit courts reported compact usage in 1978.

TABLE 49-8. WEST VIRGINIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	14	4
• Number Using Compacts	0	1
• Number Not Using Compacts	14	3
• Number with Compact Use Unknown	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	0	0
• Number Using Compacts	--	--
Interstate Compact on the Placement of Children		
Yes	--	--
No	--	--
Don't Know	--	--
Interstate Compact on Juveniles		
Yes	--	--
No	--	--
Don't Know	--	--
Interstate Compact on Mental Health		
Yes	--	--
No	--	--
Don't Know	--	--
• Number Not Using Compacts	--	--
• Number with Compact Use Unknown	--	--
TOTALS		
Number of AGENCIES Placing Children Out of State	14	4
Number of AGENCIES Using Compacts	0	1
Number of AGENCIES Not Using Compacts	14	3
Number of AGENCIES with Compact Use Unknown	0	0

-- denotes Not Applicable.



Further evidence of low compact utilization is given in Table 49-9, where the number of out-of-state placements is considered. As expected, all education placements were noncompact processed. All but two children placed by circuit courts were determined to have not been sent through an interstate compact. At least one of those two juvenile justice placements was arranged through a compact.

TABLE 49-9. WEST VIRGINIA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN Education	 Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	21	9
• Number Placed with Compact Use	0	1
• Number Placed without Compact Use	21	7
• Number Placed with Compact Use Unknown[a]	0	1
CHILDREN PLACED BY PHASE II AGENCIES	0	0
• Number Placed with Compact Use	--	--
Number through Interstate Compact on the Placement of Children	--	--
Number through Interstate Compact on Juveniles	--	--
Number through Interstate Compact on Mental Health	--	--
• Number Placed without Compact Use	--	--
• Number Placed with Compact Use Unknown	--	--
TOTALS		
Number of CHILDREN Placed Out of State	21	9
Number of CHILDREN Placed with Compact Use	0	1
Number of CHILDREN Placed without Compact Use	21	7
Number of CHILDREN Placed with Compact Use Unknown	0	1

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

Figures 49-1 and 49-2 reflect these levels of compact utilization by the percentage of placements involved.

FIGURE 49-1. WEST VIRGINIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

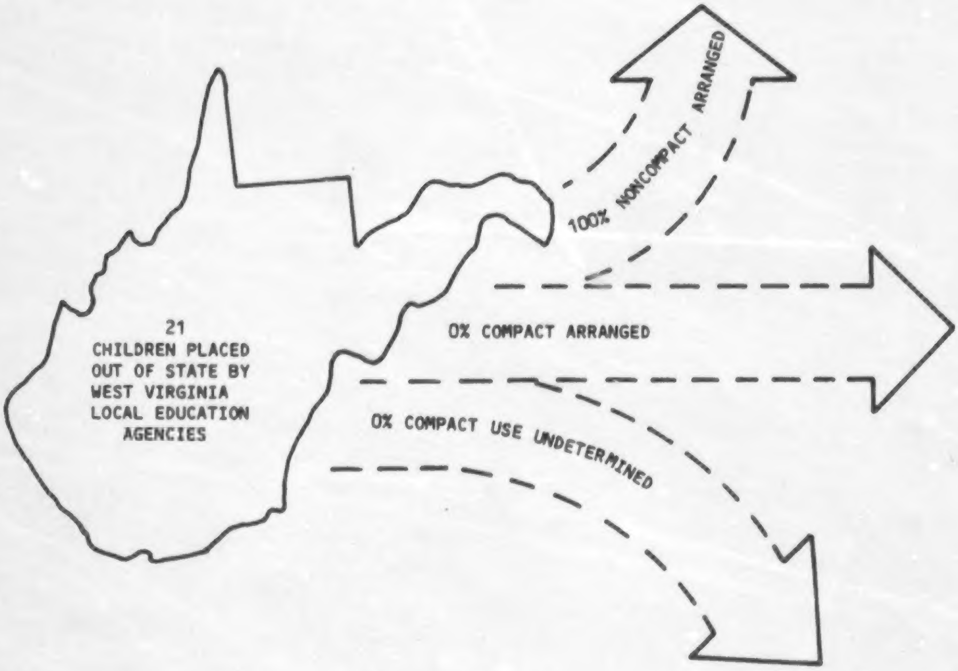
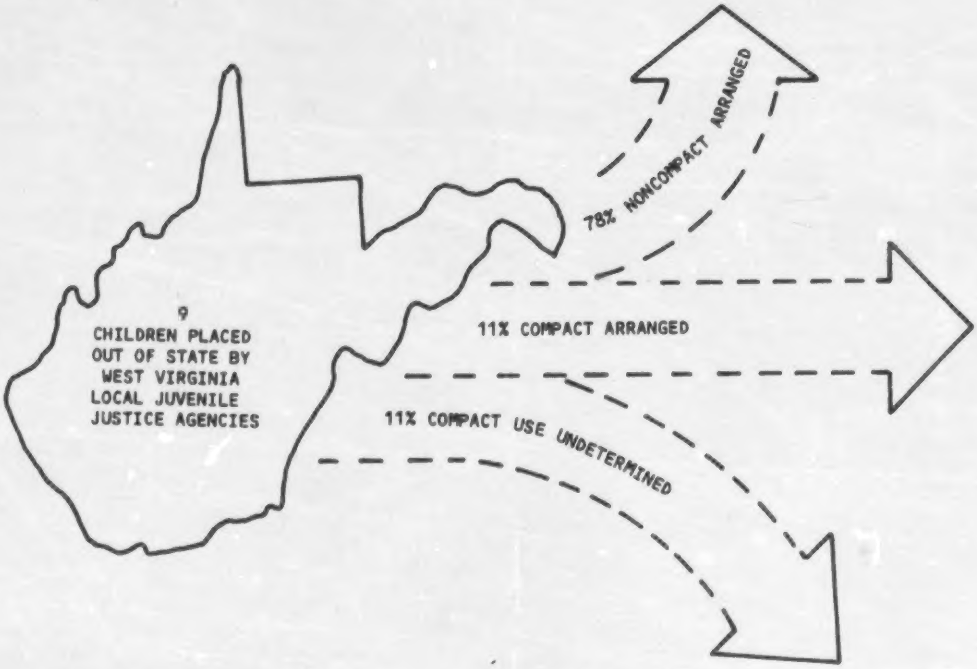


FIGURE 49-2. WEST VIRGINIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978


9
CHILDREN PLACED OUT OF STATE BY WEST VIRGINIA LOCAL JUVENILE JUSTICE AGENCIES
78% NONCOMPACT ARRANGED
11% COMPACT ARRANGED
11% COMPACT USE UNDETERMINED

West Virginia state agencies reported information on interstate compact use for the out-of-state placements of which they had knowledge, as shown in Table 49-10. Forty-eight children (92 percent) were reported by the state child welfare/juvenile justice agency to have been placed out of state in 1978 with the use of a compact. In contrast, none of the education placements were processed through a compact according to the state agency, paralleling the local school districts' information. Unfortunately, the Department of Corrections, which administers the Interstate Compact on Juveniles, could not report the number of children it was involved in sending out of West Virginia or the number of children placed with the use of a compact in 1978.

TABLE 49-10. WEST VIRGINIA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare/ Juvenile Justice	Education	Juvenile Justice
Total Number of State and Local Agency-Arranged Placements	52[a]	23	*[b]
Total Number of Compact-Arranged Placements Reported by State Agencies	48	0	*
Percentage of Compact-Arranged Placements	92	0	*

* denotes Not Available.

a. These children were reported by the Department of Welfare's Division of Social Services which is responsible for child welfare, probation, and parole services throughout the state. Local juvenile justice agencies' placements are not included in this figure.

b. The local juvenile justice agencies reported arranging nine out-of-state placements in 1978. The state juvenile justice agency, however, could not report its involvement in out-of-state placements or its use of interstate compacts.

D. The Out-of-State Placement Practices of State Agencies

The ability of West Virginia state agencies to report their involvement in out-of-state placements is summarized in Table 49-11. This table expands upon the state agency information provided in Table 49-2 by showing the specific involvement of the state agencies and the corresponding number of placements. As mentioned earlier, placement information was unavailable from the Department of Corrections. However, the state agency was able to report that state juvenile justice placements generally involved no state funding and were arranged by the state agency for youth on probation or parole, as a function of its Interstate Compact on Juveniles administration.

All other state agencies were able to report their placement involvement. The Department of Welfare's Division of Social Services (the state child welfare/juvenile justice agency), arranged and funded 29 placements, of which two were court ordered. The remaining placements were arranged on a more informal basis. The Department of Education reported 41 locally arranged and state-funded placements of children in comparison to the local agency report of 21 placements. The additional 20 placements reported by the state agency could have been placements made prior to 1978 that the state was still funding.

The only other state agency reporting about out-of-state placement activity was the Department of Health, providing both mental health and mental retardation services. This agency reported that during 1978 no placements were made to other states. As reported in section III, this agency has no funding for such activity.

TABLE 49-11. WEST VIRGINIA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

	Number of CHILDREN Reported Placed during 1978 by State Agencies			
Types of Involvement	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	27	0	0	0
Locally Arranged but State Funded	--	41	0	--
Court Ordered, but State Arranged and Funded	2	0	0	0
Subtotal: Placements Involving State Funding	29	41	0	0
Locally Arranged and Funded, and Reported to State	--	0	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	5	*	0	0
Other	20	0	*	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	52[b]	43	*	0

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

b. This column does not total because some placements were reported in more than one category.

It is apparent from Table 49-12 that the only placements for which destinations were reported were for the 52 children identified by the state child welfare/juvenile justice agency. Sixty-five percent of these children were sent in 1978 to settings in the contiguous states of Ohio, Pennsylvania, Maryland, Virginia, and Kentucky. The remaining 18 children were placed in states throughout the country, one placed as far away as Alaska.

TABLE 49-12. WEST VIRGINIA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed		
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice
Alaska	1		
Florida	6		
Indiana	2		
Kansas	1		
Kentucky	3		
Maryland	5		
Minnesota	1		
Nevada	1		
New Hampshire	1		
Ohio	11		
Oklahoma	1		
Pennsylvania	11		
Tennessee	4		
Virginia	4		
Placements for Which Destinations Could Not be Reported by State Agencies	0	All	All
Total Number of Placements	52	43	*

* denotes Not Available.

State agencies were asked to describe the children that were placed out of West Virginia in 1978 according to the list of conditions and statuses given in Table 49-13. The state child welfare/juvenile justice agency was involved in placing children out of state with problems typically serviced by this agency type, including children most likely served by the agency's probation and parole units: unruly/disruptive children, truants, and juvenile delinquents.

The Department of Education reported children placed out of state who were emotionally disturbed, unruly/disruptive, developmentally disabled, and physically, mentally, or multiply handicapped. The Department of Corrections, which receives court-committed adjudicated delinquents for care, reported to place only this type of youth.

TABLE 49-13. WEST VIRGINIA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]		
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice
Physically Handicapped	0	X	0
Mentally Handicapped	0	X	0
Developmentally Disabled	0	X	0
Unruly/Disruptive	X	X	0

TABLE 49-13. (Continued)

Types of Conditions	Agency Type[a] Child Welfare/ Juvenile Justice	Education	Juvenile Justice
Truants	X	O	O
Juvenile Delinquents	X	O	X
Emotionally Disturbed	X	X	O
Pregnant	O	O	O
Drug/Alcohol Problems	X	O	O
Battered, Abandoned, or Neglected	X	O	O
Adopted Children	X	O	O
Foster Children	X	O	O
Other	O	X	O

a. X indicates conditions reported.

West Virginia state agencies were also asked to describe the type of setting most frequently selected to receive children placed out of state in 1978. The DW's Division of Social Services and the Department of Corrections said that children were most frequently sent to homes of relatives other than parents. The Department of Education said that out-of-state placements were most often made to residential treatment or child care facilities in other states.

E. State Agencies' Knowledge of Out-of-State Placements

Table 49-14 reviews the out-of-state placement involvement of West Virginia public agencies and each state agency's knowledge of this placement activity. With the exception of the unavailable information from the state juvenile justice agency which administers the ICJ, all state agencies were able to provide complete information about out-of-state placements arranged in 1978. However, the state education agency reported, as discussed in Table 49-11, that the local school districts placed many more children than the survey of local agencies identified.

TABLE 49-14. WEST VIRGINIA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	52[a]	23	*[b]	0
Total Number of Placements Known to State Agencies	52	43	*	0
Percentage of Placements Known to State Agencies	100	100[c]	*	100

* denotes Not Available.

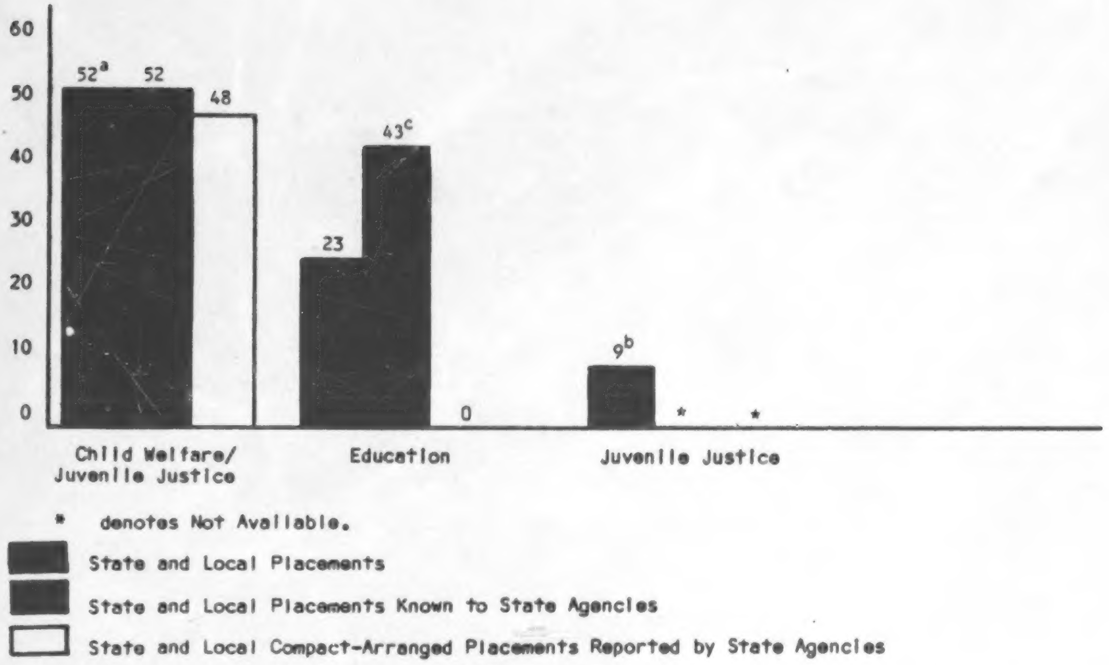
a. These children were reported by the Department of Welfare's Division of Social Services which is responsible for child welfare, probation, and parole services throughout the state. Local juvenile justice agencies placements are not included in this figure.

b. The local juvenile justice agencies reported arranging nine out-of-state placements in 1978. The state juvenile justice agency, however, could not report its involvement in out-of-state placements.

c. The state education agency attributed more out-of-state placements to local school districts than were identified in the local survey.

Finally, Figure 49-3 illustrates the extent of out-of-state placement activity by state agencies as well as their reports of interstate compact utilization.

FIGURE 49-3. WEST VIRGINIA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. These children were reported by the Department of Welfare's Division of Social Services which is responsible for child welfare, probation, and parole services throughout the state. Local juvenile justice agencies placements are not included in this figure.

b. Only represents locally arranged placements. The state juvenile justice agency could not report on its involvement in out-of-state placements.

c. The state education agency attributed more out-of-state placements to local school districts than were identified in the local survey.

V. CONCLUDING REMARKS

Some primary conclusions appear below which have been drawn from the survey of West Virginia public agencies.

- Out-of-state placement was not a highly common practice among local West Virginia agencies in 1978, with 25 percent or less of the agencies in a service type placing no more than four children. When such a placement does occur, it is more likely to have been arranged by an agency in a border county.
- Local circuit courts placed children out of West Virginia with little interagency cooperation and low utilization of an interstate compact. The state agency (child welfare/juvenile justice) responsible for probation and parole services did not report the same number of children without compact use, and the state juvenile justice agency responsible for the Interstate Compact on Juveniles reported no local placements occurring in 1978.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in West Virginia in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

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